FIDA
Invertir en la población rural

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República de Türkiye
Evaluación de la estrategia y el programa en el país

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Para examen

Medida: Se invita al Comité de Evaluación a que examine la evaluación de la estrategia y el programa en la República de Türkiye.

Preguntas técnicas:

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FIDA
Invertir en la población rural

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República de Türkiye
Evaluación de la estrategia y el programa en el país

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Agradecimientos

La presente evaluación de la estrategia y el programa en el país (EEPP) ha sido llevada a cabo por la Oficina de Evaluación Independiente del FIDA (IOE). Estuvo dirigida por Kouessi Maximin Kodjo, Oficial Principal de Evaluación de la IOE, con el apoyo de Jeanette Cooke, Especialista en Evaluación de la IOE. Contribuyeron a la evaluación los siguientes consultores internacionales: Christophe K. Adjin, Ephrem Réné Comlan Hounkpe, James Gasana y Madison Rose. Alice Formica y Ayse Esin Gezer participaron como consultoras analistas de evaluación. Daniela Asprella, auxiliar de evaluación de la IOE, prestó apoyo administrativo al equipo.

El proyecto de informe de evaluación se sometió al examen *inter pares* de los miembros del equipo de la IOE, quienes también transmitieron sus comentarios. Fabrizio Felloni, Director Adjunto de la IOE, formuló observaciones para mejorar la calidad en etapas clave de la evaluación, bajo la orientación general de Indran Naidoo, Director de la OIE.

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Resumen

A. Antecedentes

1. En 2023, la Oficina de Evaluación Independiente del FIDA (IOE) llevó a cabo una evaluación de la estrategia y el programa en el país (EEPP) de la labor del FIDA en la República de Türkiye. La EEPP comprendía el programa sobre oportunidades estratégicas nacionales (COSOP) de 2016 y cuatro proyectos ejecutados entre 2015 y 2022. El costo total estimado de los proyectos que componen la EEPP asciende a USD 233,2 millones, de los cuales USD 136,6 millones fueron financiados por el FIDA, mientras que el Gobierno de Türkiye, los bancos nacionales cofinanciadores y los beneficiarios aportaron los restantes USD 96,6 millones.

2. **Objetivos de la EEPP.** En consonancia con la Política de Evaluación revisada del Fondo (2021) y el Manual de Evaluación del FIDA (2022), los principales objetivos de la EEPP fueron i) evaluar los resultados y el desempeño de la estrategia y el programa del FIDA, y ii) extraer hallazgos y formular recomendaciones para respaldar la futura asociación entre el FIDA y el Gobierno de Türkiye con vistas a mejorar la eficacia de las actividades de desarrollo y lograr un desarrollo rural sostenible. Se espera que los hallazgos, las enseñanzas y las recomendaciones de la evaluación fundamenten la elaboración del nuevo COSOP, que se llevará a cabo en 2024 basándose en que Türkiye ha alcanzado el umbral de ingresos en 2021, por lo que cumple el criterio para iniciar el proceso de graduación del FIDA.

3. **Contexto nacional.** Türkiye es un país situado entre el mar Mediterráneo y el mar Negro, con una superficie total de 785 350 km² y 7 200 km de costa. Cuenta con una población de 84,78 millones de habitantes, y se calcula que a fecha de febrero de 2023 acogía a 3,5 millones de refugiados. Se trata de un país de ingreso mediano alto que constituye la 19.ª economía del mundo. El Instituto de Estadística de Türkiye (TurkStat) estimó la pobreza monetaria (porcentaje de hogares con menos del 50 % de la mediana del ingreso disponible) en el 15,0 % en 2020, ligeramente por debajo del 16,1 % registrado en 2011. Los problemas en materia de igualdad de género persisten. En 2022, el país se clasificó en el puesto 124.º (de 145 países) en el índice mundial de disparidad entre los géneros, por detrás de los países de Asia Central. Casi la mitad de la población (el 48,3 %) es menor de 30 años, y el 24,4 % tiene entre 15 y 29 años. Según TurkStat, la tasa de desempleo entre la gente joven en 2021 era del 20,8 % (el 17,9 % en el caso de los hombres y el 26,1 % en el de las mujeres).

4. Según datos de la Organización de Cooperación y Desarrollo Económicos (OCDE), Türkiye tenía la mayor economía agrícola de Europa en 2022. Su diversidad agroecológica favorece la producción de una amplia gama de cultivos (como albaricoques, cerezas, castañas, higos, avellanas, aceitunas, té y tabaco). En 2020, la producción animal representó el 47 % de la producción agrícola total, y el subsector sigue siendo fuente de materias primas para las industrias cárnica, de la lana y del cuero. Aun así, el país se enfrenta a problemas relacionados con la agricultura como la fragmentación de la tierra (que disuade a los agricultores de invertir en las tecnologías convenientes, restringe el acceso al riego, limita la elección de cultivos y aumenta los costos de producción), la falta de tecnologías modernas y herramientas que faciliten la toma de decisiones para modalidades de cultivo eficientes en zonas aisladas, y los bajos niveles de alimentación animal, que dan lugar a una productividad no óptima debido al elevado costo de los insumos para la alimentación animal. En relación con el cambio climático y el medio ambiente, el país sufre la tendencia al aumento de las temperaturas y al descenso de las precipitaciones, lo que afecta negativamente a la disponibilidad de aguas subterráneas para la producción agrícola. Türkiye ha puesto en marcha un enfoque legislativo centrado en la salvaguarda sostenible del medio ambiente, los recursos forestales y la biodiversidad.

5. **Estrategia y operaciones del FIDA en el período examinado.** La meta general del COSOP de 2016 consistía en contribuir a la reducción de la pobreza rural en las tierras altas del país a través de dos objetivos estratégicos: i) mejorar el acceso de los pequeños productores pobres a los mercados, e ii) incorporar la gestión sostenible de los recursos naturales en todos los aspectos de la producción agrícola en las zonas altas y mejorar la capacidad de resiliencia al cambio climático en dichas zonas. Los temas estratégicos abordados en el COSOP fueron el acceso de la población pobre productiva a los mercados, el apoyo a la resiliencia al cambio climático y las cadenas de valor agrícolas. La cartera comprendida en la evaluación incluye dos proyectos finalizados que se aprobaron en el marco de un COSOP anterior, así como dos proyectos que estaban en curso (en el momento de la EEPP), diseñados en el marco del COSOP de 2016.

B. Resultados de la estrategia y el programa del FIDA en el país

6. La **pertinencia** se ha calificado como moderadamente satisfactoria. Los objetivos de la estrategia nacional del FIDA estaban en consonancia con las estrategias del Gobierno a largo plazo (2001-2023) consistentes en mejorar la competitividad y la productividad en todos los ámbitos económicos del país. Además, todos los proyectos se centraron en prestar apoyo a los agricultores para pasar de la agricultura de subsistencia a la agricultura comercial; hacer frente a las disparidades económicas regionales, y reducir el éxodo de la población rural hacia las ciudades. La resiliencia al clima se tuvo en cuenta en el diseño de los dos proyectos más recientes de la cartera, en consonancia con el Marco Estratégico del FIDA (2016-2025). **La focalización geográfica en las tierras altas y las zonas montañosas se consideró pertinente, ya que los índices de pobreza son más elevados en esas zonas**, lo que ofrece oportunidades para mejorar los ingresos agrícolas. Esta focalización geográfica permitió al FIDA llegar a comunidades rurales desatendidas, entre otros, por los programas gubernamentales y los de distintos asociados debido a la lejanía, la baja densidad de población y los costos de operación relativamente altos en comparación con las operaciones en las tierras bajas. No obstante, **a menudo resultaba difícil llegar a las personas más pobres de las zonas seleccionadas debido a sus limitados activos productivos, ya que carecían de los recursos necesarios para participar en los programas de donaciones de contrapartida**. Ello condujo a la revisión de las condiciones de las donaciones de contrapartida para los grupos más desfavorecidos.

7. **El tema central de los medios de vida rurales inclusivos y resilientes para los pequeños agricultores que viven en zonas de tierras altas aisladas y los enfoques temáticos a ese respecto se consideraron pertinentes, aunque la EEPP detectó ciertas deficiencias.** El diseño del COSOP de 2016 no incluía una teoría del cambio, ni se preparó posteriormente un marco operacional de resiliencia para proporcionar vías y orientación sobre cómo impulsar la mejora sostenible de los medios de vida rurales, habida cuenta del contexto nacional de desarrollo agrícola. Además, cabe señalar el escaso análisis en proyectos anteriores de un tema tan importante como la adaptación al cambio climático. Por último, las modalidades de ejecución difirieron en función de los temas principales de los proyectos (desarrollo de la cadena de valor en tres proyectos y gestión de los recursos naturales en uno) y faltó eficacia en la colaboración entre las dos direcciones generales responsables de la supervisión y la ejecución de los proyectos.

8. La **coherencia** se ha calificado como moderadamente satisfactoria. **El apoyo del FIDA, que ha desempeñado un papel catalizador en el despliegue de intervenciones idóneas para atajar la pobreza rural en las zonas de montaña, tendrá continuidad.** La mayoría de las partes interesadas reconocieron explícitamente la ventaja comparativa del FIDA en la aplicación de enfoques de desarrollo para abordar la pobreza rural en zonas geográficamente

aisladas y marginadas. Las partes interesadas gubernamentales e internacionales se mostraron ampliamente de acuerdo en que la fiabilidad y flexibilidad del enfoque del FIDA respondían a las necesidades de los pequeños agricultores. Las externalidades a las que tuvo que hacer frente la economía turca durante el período de evaluación corroboran inequívocamente que el apoyo del FIDA seguirá siendo pertinente y complementará los esfuerzos del Gobierno por reducir las desigualdades económicas y la pobreza en las tierras altas. Se constató la convergencia temática entre el apoyo del FIDA y el de otros asociados externos clave para el desarrollo rural en Türkiye (la Unión Europea, la Agencia de Cooperación Internacional del Japón y el Banco Mundial). No obstante, en la evaluación no se hallaron datos de la sinergia establecida con diversos asociados nacionales —como las instituciones de investigación— que son importantes para las actividades de desarrollo rural. **Aunque se impulsaron iniciativas con el fin de aprovechar las lecciones extraídas de las operaciones anteriores a la hora de diseñar nuevas operaciones, los datos empíricos mostraron deficiencias en materia de coherencia interna** en relación con el aprendizaje insuficiente en el marco de las dos direcciones generales participantes en el programa en el país, una escasa consolidación de los resultados logrados en cada región antes de pasar a la siguiente y una contribución muy escasa de las donaciones a la eficacia del programa.

9. En cuanto a los subámbitos que abarca el criterio de la coherencia, **la gestión de los conocimientos** se considera moderadamente satisfactoria, mientras que **la creación de asociaciones y la colaboración en el ámbito de las políticas** se han calificado como moderadamente insatisfactorias. La cartera arrojó resultados desiguales en la gestión de los conocimientos. Por ejemplo, si bien no se realizaron dos estudios previstos en el COSOP para la gestión de los conocimientos, sí que se llevaron a cabo tres importantes estudios no previstos en colaboración con organizaciones de las Naciones Unidas (a saber, el Programa de las Naciones Unidas para el Desarrollo (PNUD) y la Organización de las Naciones Unidas para la Alimentación y la Agricultura (FAO)). Aunque la mayoría de los documentos de diseño de los proyectos de la cartera describían los procesos de gestión de los conocimientos y aprendizaje, los productos previstos en materia de gestión de los conocimientos se limitaban en su mayoría a productos de comunicación y difusión. **En la EEPP se señaló el esfuerzo creciente por ofrecer productos del conocimiento mediante la documentación y difusión de información sobre las mejores prácticas de los proyectos apoyados por el FIDA, y también mediante su publicación en Internet.** Pese a ello, se disponía de pocos datos en relación con la medida en que los conocimientos producidos se convertían en enseñanzas extraídas y se utilizaban para la toma de decisiones fundamentadas en el seno del programa y fuera de él.

10. **Las pruebas reflejaban asociaciones sólidas y fructíferas entre el FIDA y el Gobierno, pero las asociaciones con otros agentes descritas en el COSOP de 2016 eran limitadas o incluso inexistentes.** El Ministerio de Hacienda y Finanzas, la Presidencia de Estrategia y Presupuesto y el Ministerio de Agricultura y Silvicultura fueron los asociados de las administraciones estatales que mantuvieron una colaboración provechosa con el programa del FIDA en el ámbito central y en el provincial. No obstante, la colaboración con otras instituciones gubernamentales, como la Agencia de Cooperación y Desarrollo de Türkiye y las agencias regionales de desarrollo, aún no se ha materializado. Aunque el FIDA sigue estudiando opciones de cofinanciación con otras instituciones financieras internacionales, así como asociaciones eficaces con reputados agentes del sector privado, los resultados siguen sin materializarse.

11. Por lo que respecta al compromiso político, **la evaluación no constató datos relativos a resultados o cambios concretos en materia de políticas debidos a las operaciones apoyadas por el FIDA durante el período evaluado**. Entre los factores que han contribuido a ello cabe citar el hecho de que el Gobierno tiene unas expectativas mínimas de que el FIDA contribuya a las cuestiones de políticas, ya que el Fondo se centra en los pequeños agricultores de zonas marginadas cuya problemática no ocupa un lugar destacado en las estrategias agrícolas nacionales. Además, el FIDA no ha participado de forma proactiva en cuestiones de política debido a la ubicación de su oficina en Estambul, y su marco de gestión de los conocimientos carece de la solidez necesaria para generar enseñanzas que permitan adoptar decisiones fundamentadas. En la EEPP solo se citaron unos pocos ejemplos de decisiones sobre políticas en el ámbito provincial, y dichas decisiones guardaban más relación con la ampliación de escala de los resultados, como se presenta a continuación.

12. La **eficacia** se ha calificado como moderadamente satisfactoria. Los datos disponibles a finales de 2022 mostraban que el programa en el país había llegado al 72,4 % de los hogares seleccionados y se espera que ese alcance aumente gracias a los dos proyectos en curso. El programa contribuyó a **aumentar la productividad y la producción de los sistemas agrícolas y ganaderos, así como la resiliencia de los ecosistemas agrícolas en las tierras altas**. **Este aumento se vio respaldado por los productos del programa, que** alcanzaron el 77,4 % de las metas acumulativas previstas, como la promoción de hortalizas, huertos y cultivos forrajeros habituales (el 66,6 % en relación con la meta establecida) y nuevos (triticale y veza de Panonia); 473 establos construidos o rehabilitados (el 76 %), y 225 km de caminos de pastos.

13. **El apoyo a las actividades de desarrollo de la cadena de valor para la elaboración y la comercialización de productos agrícolas (tanto vegetales como de origen animal) y para el acceso de los agricultores pobres a los mercados dio resultados modestos**. Los agricultores con mejor situación económica tuvieron acceso a numerosas iniciativas (por ejemplo, la puesta a disposición de equipos o instalaciones para el almacenamiento, el envasado y la transformación), y todavía no se han establecido asociaciones eficaces con reputados agentes del sector privado con miras a facilitar el acceso a los mercados de los pequeños agricultores que viven en las zonas de montaña seleccionadas. No obstante, los datos sugieren que los ingresos de los pequeños agricultores aumentaron como consecuencia del apoyo a la diversificación económica y la producción ganadera, por ejemplo, a través de los invernaderos (641 creados, el 52 %) y la mejora de la productividad ganadera (473 establos (el 76 %), caminos de pastos (225 km) y puntos de agua para el ganado, construidos o rehabilitados).

14. **El apoyo prestado por el FIDA contribuyó a mejorar la resiliencia de los hogares beneficiarios ante las perturbaciones climáticas mediante el fortalecimiento de sus capacidades de absorción y adaptación** y la mejora de la gestión sostenible de los recursos naturales en las zonas seleccionadas, gracias a la aplicación de un enfoque paisajístico y a la mejora del funcionamiento hidrológico de las estructuras de microcaptación. Pese a ello, el programa no dedicó demasiados esfuerzos a fortalecer las organizaciones de base y permitirles asumir responsabilidades en la gestión de los pastizales rehabilitados (para más detalles, véase la información relativa a la sostenibilidad que figura en el párr. 19).

15. La **innovación** se ha calificado como moderadamente satisfactoria. **El programa introdujo y promovió numerosas tecnologías, prácticas y procesos desconocidos hasta entonces para los beneficiarios del proyecto**, aunque no necesariamente innovadores en el contexto del país. Entre ellos cabe citar los cultivos forrajeros mejorados (triticale y veza de Panonia), los refugios para pastores, los extractores de zumo, las ordeñadoras de ganado lechero y las

sembradoras. Aunque se consideró que se trataba de tecnologías pertinentes y eficaces para afrontar las dificultades de los sistemas, los agricultores entrevistados explicaron que la mayoría de las tecnologías incorporadas ya se utilizaban en otros lugares del país, pero no habían sido accesibles en la zona seleccionada hasta la ejecución de los proyectos.

16. La **eficiencia** se ha calificado como moderadamente satisfactoria. En la evaluación se constató que la puesta en marcha de los proyectos fue relativamente rápida y que las unidades de gestión de los proyectos se mostraron receptivas y funcionaron a un coste relativamente bajo. **Los bajos costos por hogar beneficiario y las tasas internas de rendimiento económico positivas también reflejan que el programa en el país ha transformado los insumos en resultados de forma rentable**. No obstante, tres de cada cuatro proyectos experimentaron retrasos significativos y bajas tasas de desembolso que obligaron a ampliar la duración de los proyectos. **Debido a la lentitud de los procesos, también se produjeron múltiples retrasos en las adquisiciones y las contrataciones**. Las visitas sobre el terreno confirmaron los hallazgos positivos presentados en los análisis económicos y financieros de los dos proyectos finalizados (Proyecto de Desarrollo de Ardahan-Kars-Artvin y Proyecto de Restauración de la Cuenca del Río Murat), incluidos los beneficios económicos que reportaron a los beneficiarios la creación de invernaderos, las instalaciones de agua para el ganado y los caminos de pastos.

17. El **impacto** se ha calificado como moderadamente satisfactorio. **Con el apoyo de los dos proyectos finalizados, las actividades ganaderas contribuyeron a cambios moderadamente positivos en los ingresos de los hogares**, principalmente a través de la mejora de las prácticas ganaderas (incluido el cultivo de forraje y el diseño de caminos de pastos) y de las instalaciones (incluida la construcción y rehabilitación de mercados de ganado). Los resultados de la evaluación del impacto del Proyecto de Restauración de la Cuenca del Río Murat no mostraron un aumento significativo de los ingresos procedentes de las actividades de cultivo o arboricultura, pero se documentó una reducción del 7 % en el Índice de Pobreza Multidimensional en las zonas de intervención. En la evaluación se confirmó que **el programa contribuyó a generar capital humano mediante las actividades de desarrollo de la capacidad, pero los resultados fueron insuficientes en términos de refuerzo del capital social**, y más concretamente en el fomento de acciones colectivas para abordar las dificultades comunes. Pese a que la seguridad alimentaria de los hogares puede haber mejorado como consecuencia del aumento de la productividad y los ingresos, no hay datos fehacientes de que los proyectos hayan contribuido a mejorar la nutrición, ya que ninguno de los proyectos de la cartera incluía actividades que abordaran directamente cuestiones relativas a la nutrición.

18. La **igualdad de género** se ha calificado como moderadamente satisfactoria. Aunque en ciertas ocasiones los proyectos experimentaron dificultades para prestar servicio a las mujeres, el alcance del programa fue considerable por lo que se refiere a las mujeres beneficiarias, y llegó a cifrarse en el 46,1% de la meta acumulativa prevista. No obstante, en muchas ocasiones los proyectos se limitaron a informar acerca de resultados relacionados con la desigualdad de género en el ámbito de los productos, o se remitieron a datos circunstanciales. En la evaluación se constató que **los proyectos tenían en cuenta las brechas de género en el contexto del país y apoyaban medidas que conducían al empoderamiento de las mujeres beneficiarias, incluido el aumento de los ingresos, y a una mayor participación y liderazgo de la mujer** en los órganos de toma de decisiones, como las cooperativas y las plataformas de múltiples partes interesadas. Hay indicios de que los proyectos han contribuido a cambiar la percepción del papel de la mujer en las comunidades objetivo, aunque de forma limitada. Los datos circunstanciales también sugieren contribuciones a la reducción

de la carga de trabajo de las mujeres a través de la mecanización. Se señaló que los proyectos anteriores de la cartera se adaptaban principalmente a las normas y actitudes sociales, mientras que los proyectos más recientes han centrado más su atención en hacer frente a los factores de discriminación de género.

19. La **sostenibilidad** se ha calificado como moderadamente satisfactoria. En la evaluación se confirmó que los proyectos de la cartera tuvieron repercusiones positivas en agricultores "económicamente activos", así como en las cooperativas con capacidad para asumir los costos de inversión iniciales y para mantener las actividades. En dichos casos se registró una elevada sostenibilidad de los beneficios. Asimismo, los principales organismos públicos provinciales responsables de la gestión a largo plazo están bien preparados y disponen de recursos suficientes. De hecho, al igual que sucede con respecto a los proyectos finalizados, los proyectos en curso están integrados en instituciones públicas y dependen del apoyo gubernamental para su sostenibilidad financiera. **Tanto los organismos públicos como las administraciones descentralizadas son lo suficientemente sólidos como para velar por la sostenibilidad de los beneficios de los proyectos**, aunque la EEPP señaló algunos problemas relacionados con el mantenimiento de las carreteras de las tierras altas. En cambio, las perspectivas de sostenibilidad de las organizaciones comunitarias y los grupos de usuarios participantes en las actividades de gestión de los recursos naturales son desalentadoras, ya que se constató que, a menudo, dichas organizaciones eran informales y carecían de la estructura y la capacidad necesarias.

20. La **ampliación de escala** se ha calificado como moderadamente satisfactoria. **Los datos sugieren varios logros positivos en la ampliación de escala a través de las instituciones gubernamentales en el ámbito provincial**. Los resultados del proyecto (por ejemplo, innovaciones como los refugios para pastores y los cultivos forrajeros, la iniciativa piloto de los huertos de fresas, el control de la erosión y la repoblación forestal) se han ampliado dentro de las provincias. Hay diversos casos en los que la ampliación de escala por parte de otros asociados no se ha producido aún. Aún es necesario realizar un seguimiento adicional de estas oportunidades.

21. **La gestión de los recursos naturales y la adaptación al cambio climático** se han calificado como moderadamente satisfactorias. En general, el programa en el país se centró en la gestión de los recursos naturales, la rehabilitación de tierras degradadas y la adaptación al cambio climático, pero los resultados variaron mucho de un proyecto a otro. El Proyecto de Restauración de la Cuenca del Río Murat fue el único que se centró de manera específica en el uso sostenible de la tierra desde el punto de vista ambiental y en la adaptación al cambio climático, aunque el diseño del proyecto no se benefició de un plan maestro de gestión de cuencas hidrográficas y solo se centró en el ámbito de las microcuencas. **Además, dicho proyecto contribuyó de forma significativa en la restauración de las tierras degradadas y en la gestión de los recursos naturales en las zonas altas y de las cuencas hidrográficas con el fin de beneficiar a las personas pobres de manera inclusiva y mejorar su resiliencia al cambio climático**. Durante la EEPP no se encontraron repercusiones negativas en los ecosistemas como consecuencia de las actividades del proyecto, en las que se apoyaron las estrategias de adaptación al cambio climático a través de la diversificación de las oportunidades económicas.

22. **Tanto el desempeño del FIDA como el del Gobierno** se han calificado como moderadamente satisfactorios. **El FIDA reforzó su presencia en Türkiye durante el período de evaluación, y también fortaleció el enfoque adoptado para elaborar el COSOP y los proyectos de la cartera de forma integradora**. No obstante, la visibilidad del FIDA se ha visto debilitada por su ubicación en Estambul, ya que los principales asociados nacionales e internacionales tienen su sede en Ankara. El FIDA respondió bien a algunos de los desafíos afrontados durante el

período de evaluación (por ejemplo, la política de limitación presupuestaria del Gobierno y la reasignación de recursos tras los terremotos de febrero de 2023), pero podría haber hecho algo más para anticiparse a los riesgos consabidos en el contexto del país (por ejemplo, la inflación y el terremoto). Aunque el FIDA llevó a cabo de manera periódica misiones de supervisión y apoyo a la ejecución, no perfiló ni supervisó suficientemente la creación y el funcionamiento de los comités directivos de los proyectos.

23. **El Gobierno ha demostrado su compromiso político y económico con el programa apoyado por el FIDA y ha contribuido significativamente al desarrollo y la ejecución de los proyectos**, tanto en el plano central como en el provincial. Además, ha cumplido con sus responsabilidades fiduciarias en materia de gestión financiera y adquisiciones y contrataciones. La gestión de los proyectos fue sensible a los cambios contextuales (entre ellos, la enfermedad por coronavirus (COVID-19) y la volatilidad económica) y adaptó las actividades en función de las necesidades y prioridades. No obstante, el apoyo estratégico y operacional del Gobierno al programa en el país ha sido brindado por dos direcciones generales diferentes —ambas dependientes del Ministerio de Agricultura y Silvicultura—, con dos enfoques distintos y sin suficiente aprendizaje mutuo. Además, tres de los cuatro proyectos de la cartera no establecieron comités de dirección de proyectos eficaces y se enfrentaron a problemas persistentes en materia de personal, adquisiciones y contrataciones y sistemas de gestión financiera, incluso teniendo en cuenta la asociación con el PNUD (encargado de la gestión financiera de tres de los cuatro proyectos de la cartera).

C. Conclusiones

24. La estrategia y el programa del FIDA en el país otorgaron la prioridad adecuada al apoyo a las regiones montañosas y de tierras altas, que se enfrentan a una mayor vulnerabilidad al cambio climático, elevadas tasas de pobreza económica y emigración del campo a la ciudad. En la EEPP se consideraron pertinentes las siguientes cuestiones: i) el tema central de la resiliencia en relación con los medios de vida sociales y ecológicos; ii) la selección geográfica de las zonas de montaña y las tierras altas, y iii) la intensificación de los esfuerzos a lo largo del tiempo para prestar servicio a las mujeres, la gente joven y los grupos nómadas. No obstante, la ausencia de un marco explícito de resiliencia adaptado al país y a su contexto de intervención restó coherencia a los temas específicos abordados por los cuatro proyectos evaluados.

25. Durante el período evaluado (2016-2022), la asociación estratégica entre el FIDA y el Gobierno fue consistente, y ello se tradujo en una participación operacional eficaz de los organismos públicos en el contexto de las provincias objetivo. No obstante, no hubo diversificación de las asociaciones estratégicas y operacionales y la participación en cuestiones de políticas fue insuficiente. Parece obvio que, debido a las externalidades que han afectado de manera negativa a la economía turca en los últimos años, el apoyo del FIDA seguirá siendo pertinente y útil para respaldar los esfuerzos del Gobierno por reducir las disparidades económicas regionales.

26. El programa contribuyó a aumentar la productividad y la producción agrícolas y a mejorar la sostenibilidad y la resiliencia de los ecosistemas. En ese sentido, la rehabilitación de las tierras degradadas y la repoblación forestal favorecieron la mejora en la gestión de los recursos naturales, en especial en el marco del enfoque de gestión de las cuencas hidrográficas, aunque en la EEPP se señaló la falta de un plan maestro de gestión de las cuencas hidrográficas. Estos resultados fueron decisivos para mejorar la resiliencia ecosistémica y económica de los medios de vida de los pequeños agricultores. El programa logró resultados desiguales en lo referente al aumento de los ingresos de los pequeños agricultores: el apoyo prestado a la producción ganadera contribuyó positivamente a los ingresos, mientras que el impacto del apoyo al desarrollo de la cadena de valor fue limitado.

27. Los hallazgos indican déficits en el refuerzo del capital social en el seno de las comunidades rurales objetivo, aunque las perspectivas de sostenibilidad de las cooperativas apoyadas son buenas. La atención prestada por el programa a las organizaciones comunitarias fue mínima, especialmente en lo que respecta a la gestión de los recursos naturales. Ello se debió a que el desarrollo del capital social de unión y de puente no se incluyó de manera explícita en la estrategia del programa. Este vacío puede atribuirse a la ausencia de un marco de resiliencia. Solo las cooperativas que contaron con el apoyo de los proyectos —que suelen ser las gestionadas por los agricultores con más recursos, como las empresas privadas— mostraron perspectivas positivas de sostenibilidad. Además, las instituciones públicas responsables de la ejecución de los proyectos demostraron una gran capacidad para mantener los beneficios de los proyectos.

D. Recomendaciones

28. En la EEPP se formularon las recomendaciones que figuran a continuación, con el fin de consolidar los logros y mejorar las esferas que merecen mayor atención.

29. **Recomendación 1: En la próxima estrategia, dar mayor prioridad a la resiliencia de los medios de vida rurales en las zonas montañosas de Türkiye de manera integrada, mediante el despliegue de enfoques innovadores que aprovechen el potencial existente en el país en segmentos de la cadena de valor.** Para ello, es crucial elaborar un marco de resiliencia adaptado a los contextos operacionales y que esté en consonancia con una teoría general del cambio para el COSOP. El marco debe integrar la resiliencia de los ecosistemas a través de la gestión sostenible de los recursos naturales y la adaptación al cambio climático, así como la mejora de los medios de vida económicos a través de actividades de la cadena de valor en favor de las personas pobres y el acceso a los mercados.

30. **Recomendación 2: Aprovechar la asociación estratégica entre el FIDA y el Gobierno, más allá de la supervisión de la cartera, para fomentar la participación en cuestiones de política y la gestión eficaz de los conocimientos con el fin de lograr una mayor ampliación de escala de los resultados.** El FIDA necesita determinar los puntos de entrada adecuados para entablar un diálogo de políticas, de carácter formal e informal, que esté en consonancia con el contexto del país. Los asociados estratégicos fundamentales en los ámbitos central y provincial deberían ampliar el espacio para que el FIDA pueda centrarse en determinar esos puntos de entrada. Tras la identificación de dichos puntos de entrada, el FIDA debería reforzar el marco de gestión de los conocimientos del programa en el país para mejorar los resultados relativos a la generación de los conocimientos y enseñanzas pertinentes, con la participación activa de las partes interesadas del Gobierno. La organización de diálogos y deliberaciones de naturaleza estratégica y operacional sobre los conocimientos generados (relacionados con los temas de políticas determinados) será fundamental para distinguir opciones que permitan ampliar la escala de los resultados e incorporarlos a las decisiones políticas y estratégicas. La colaboración con diversos agentes nacionales e internacionales del sector agrícola también sería útil para intercambiar perspectivas sobre temas fundamentales de interés para el programa del FIDA en el país. El equipo en el país debería organizar actividades de aprendizaje para contribuir a aumentar la visibilidad del FIDA.

31. **Recomendación 3: Mejorar el carácter inclusivo del programa en el país con respecto a las mujeres pobres y vulnerables del medio rural, y también en relación con los hombres y las mujeres jóvenes.** En relación con las cuestiones de género, el programa debería considerar lo siguiente: i) aprovechar los buenos resultados de las cooperativas gestionadas por mujeres para reforzar el apoyo con el fin de aumentar y consolidar dichas cooperativas mediante formación financiera, técnica y de gestión para empoderar a más mujeres; ii) en consonancia con las dificultades contextuales, velar por la

colaboración o la aprobación de los hombres de la familia en actividades específicas del proyecto orientadas exclusivamente a las mujeres, por ejemplo, mediante visitas de aprendizaje; iii) reconocer en los enfoques de focalización las necesidades e intereses multidisciplinares de las mujeres habida cuenta de factores como el estado civil, el nivel educativo y la presencia de una discapacidad, y iv) diseñar actividades que mejoren la percepción de los hombres y los niños sobre el papel de las mujeres y su participación en las actividades agrícolas en las comunidades objetivo. En relación con la juventud, deben considerarse las siguientes mejoras: i) elaborar orientaciones para centrarse en las personas jóvenes del medio rural y prestarles el apoyo específico requerido en las zonas de intervención, habida cuenta de sus necesidades, intereses y retos; ii) basarse en buenas prácticas para prestar apoyo a las personas jóvenes en el contexto turco (por ejemplo, mediante la promoción de las tecnologías que contribuyen a reducir el trabajo pesado, las tecnologías digitales y la diversificación económica), y iii) adoptar enfoques orientados a las personas jóvenes que han regresado a las zonas rurales, ofreciendo los incentivos financieros adecuados para que puedan trabajar en la producción agrícola —en consonancia con las actividades de desarrollo de la cadena de valor— y acceder a redes económicas y oportunidades sociales.

32. **Recomendación 4: Fortalecer el enfoque programático en la prestación de apoyo del FIDA y fomentar la cultura del aprendizaje para afrontar los continuos problemas de ejecución.** En primer lugar, consolidar los resultados logrados en las zonas objetivo seleccionadas, mediante la prestación de apoyo continuo durante un período prolongado, habida cuenta de las dificultades contextuales esenciales y específicas afrontadas. En segundo lugar, fomentar una cultura de aprendizaje y mejora continuos como programa unificado respaldado por el FIDA y dependiente del Ministerio de Agricultura y Silvicultura, mediante el refuerzo de los mecanismos de interacción e intercambio de experiencias en los que participen las partes interesadas tanto en el plano central como en un contexto descentralizado. De manera complementaria, mejorar los sistemas de seguimiento y evaluación del programa para ir más allá de la recopilación de datos sobre los productos, medir los efectos directos y el impacto e informar al respecto, y velar por un desglose coherente por sexo y edad siempre que sea posible. Por último, abordar los problemas recurrentes de ejecución en los comités directivos y de adquisiciones y contrataciones y utilizar las enseñanzas extraídas de los métodos de gestión que hayan dado buenos resultados en el seno del programa en el país.

Main Report

Contents

Currency equivalent, weights and measures

Currency equivalent

Currency unit = Turkish Lira (TRY)
US$1.00 = 26.052 TRY (July 2023)

Weights and measures

1 kilometre (km) = 0.62 miles (mi)

1 metre (m) = 1.09 yards (yd)

1 square metre (m^2) = 10.76 square feet (ft2)

1 hectare (Ha) = 2.47 acres

1 acre (ac) = 0.405 hectares (ha)

1 kilogram (kg) = 2.204 pounds (lb)

1000 kg = 1 metric tonne (t)

Abbreviations and acronyms

ACP	Agreement at Completion Point
AKP	Justice and Development Party
AWPB	Annual work programme and budget
CCA	Climate change adaptation
COSOP	Country Strategic Opportunities Programme
CSPE	Country Strategy and Programme Evaluation
EFA	Economic and financial analysis
ENPV	Expected net present value
EUR	Euro
GDAR	General Directorate of Agricultural Reform
GDP	Gross domestic product
GoT	Government of Turkiye
HDI	Human Development Index
ICO	IFAD country office
IOE	Independent Office of Evaluation
M&E	Monitoring and evaluation
MCO	Multi-country Office
MG	Matching grant
MoAF	Ministry of Agriculture and Forestry
OBI	Oracle business intelligence
OGM	General Directorate of Forestry
NDP	National Development Plan
NPV	Net present value
PDR	Project design report
PIM	Project implementation manual
PMU	Project Management Unit
PPE	Project Performance Evaluation
PPMU	Provincial Project Management Unit
PSB	Presidency of Strategy and Budget
RIA	Research and Impact Assessment
SSTC	South-South and Triangular Cooperation
TULIP	Resilient Landscape Integration Project
ToC	Theory of Change
USD / US$	United States dollar
VCD	Value chain development

Map of IFAD-supported operations in The Republic of Türkiye

Ongoing and closed operations

The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD | 27-02-2023

Republic of Türkiye
Country strategy and programme evaluation

I. Background

A. Introduction

1. In line with the International Fund for Agricultural Development (IFAD) revised Evaluation Policy (2021)[1] and as approved by the IFAD Executive Board in December 2022,[2] IOE undertook a country strategy and programme evaluation (CSPE) of IFAD's financing in the Republic of Türkiye. The main objectives of the CSPE, in accordance with the IFAD Evaluation Manual (2022), were to: (i) assess the results and performance of the IFAD strategy and programme; and (ii) generate findings and recommendations for the future partnership between IFAD and Türkiye for enhanced development effectiveness and sustainable rural development. Thus, findings, lessons, and recommendations of the evaluation will inform the preparation in 2024 of the new country strategic opportunities programme (COSOP) of the country that reached in 2021 the threshold to undergo the IFAD graduation process.[3]

2. The last country programme evaluation (CPE) conducted by IOE in Türkiye was published in 2016, which covered the period from 2010 to 2015. Consequently, this CSPE covers the period 2015-2022. Other IOE products produced in the country during the CSPE period include one project performance evaluation and one project completion report validation. This evaluation provides an opportunity to review the extent to which the recommendations of the 2016 CPE were implemented, and how the programme performance changed thereafter and why.

3. IFAD has been supporting operations in Türkiye since 1982 and has approved 11 loan-funded projects (see details in Annex III) with a total cost of USD 804 million, of which IFAD has financed USD 260 million (Table 1). The total estimated cost of the four investment projects covered by the CSPE amounts to USD 233.2 million, of which USD 136.6 million was financed by IFAD; and the balance came from the Government of Türkiye (GoT) and other co-financiers, including domestic Banks and the beneficiaries.

Table 1
Snapshot of IFAD operations in Türkiye since 1982

Snapshot of IFAD operations in Türkiye since 1982	
First IFAD-funded project	1982
Number of approved loans since 1982	11
Ongoing projects in 2023	2
Total amount of all lending projects since 1982	USD 804 507 161
IFAD Financing since 1982	USD 260 000 000
International Co-financing amount since 1980	USD 41 254 650
Estimated total cost of the 4 projects (2016-2022)	USD 232 200.000
Amount of IFAD's lending, 4 projects (2016 2022)	USD 136 656 565
Lending terms	Ordinary
COSOPs	2006, 2016

Source: IFAD Oracle Business Intelligence.

[1] https://ioe.ifad.org/documents/38714182/44701795/Evaluation+Policy+2021.pdf/a8e814af-03c9-f497-21c1-d3c318749a11
[2] See EB2022/137/R.3 https://webapps.ifad.org/members/eb/137/docs/EB-2022-137-R-3.pdf
[3] IFAD Graduation Policy, 2021, https://webapps.ifad.org/members/eb/133/docs/EB-2021-133-R-5.pdf. Aligned with this, IFAD engages in a graduation process with a member state that reached the IFAD graduation threshold and has remained at that level for at least three consecutive years. A new (or updated) COSOP is a key step that enables defining the country's trajectory towards achieving graduation from IFAD finance. The COSOP is critical to describe the country's ability in this process.

B. Scope, methodology and processes

Evaluation scope

4. **Scope and criteria**. In line with the evaluation objective (as above), the CSPE assessed the overall strategy (implicit and explicit), non-lending activities (knowledge management, partnerships, policy dialogue and grants), the performance of loan-financed operations (portfolio of projects), and the performance of partners (GoT and IFAD) in managing the country strategy and programme. These aspects were assessed using the evaluation criteria of relevance, coherence, effectiveness, efficiency, impact, gender equality and sustainability (presented in Annex I). For each criterion, the CSPE rated the performance on a scale of 1 (highly unsatisfactory) to 6 (highly satisfactory).[4]

5. **Strategic aspects**. These entailed ascertaining the relevance of IFAD's strategic choices, positioning and comparative advantage vis-à-vis other development partners, as well as the complementarity and synergy that all these enable. Key strategic orientations foreseen by the 2016 COSOP included policy engagement to reinforce the pro-poor and gender focus of GoT policies, strategies and programmes, and the prioritisation of remote and marginalised areas in mountain zones. Strategic themes identified included: access of productive poor people to markets, natural resources management (NRM) and climate change resilience. Additionally, the CSPE ascertained the extent to which IFAD's support will remain pertinent for Türkiye in the near future, considering economic challenges faced by the country, due to various shocks (e.g. rising inflation, and the earthquake of 6th February 2023).

6. **Portfolio evaluability**. The evaluability of projects was linked to their implementation progress, as presented in Table 5. Therefore, the first two projects were assessed according to all evaluation criteria, while the last two were assessed for selected criteria.

Table 2
Evaluability portfolio projects

Project ID	Project name	Approval	Effective	Completion	Closing	All criteria
1100001492	Ardahan-Kars-Artvin Development Project (AKADP)	17/12/2009	02/07/2010	30/09/2017	31/03/2018	All criteria
1100001623	Murat River Watershed Rehabilitation Project (MRWRP)	13/12/2012	15/02/2013	30/06/2022	31/12/2022	All criteria
2000000812	Goksu Taseli Watershed Development Project (GTWDP)	12/12/2015	26/05/2016	30/06/2023 (initial) 30/06/2025 (current)	31/12/2025	All criteria, except impact and sustainability
2000001409	Uplands Rural Development Programme (URDP)	11/12/2017	05/03/2018	31/03/2023 (initial) 31/03/2027 (current)	30/09/2027	Relevance, coherence, effectiveness, and efficiency.

Source: Design and completion reports.

7. **Non-lending activities (NLA).** The CSPE assessed NLA results in line with intentions mentioned in the 2016 COSOP, as well as for unplanned activities. In relation to knowledge management (KM), the COSOP foresaw the conduct of a thematic study on sustainable development and poverty alleviation in mountainous ecosystems, to draw lessons from IFAD-supported projects in the mountain zones

[4] The standard rating scale adopted by IOE is 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

of Morocco and Türkiye, in the framework of South-South and Triangular Cooperation (SSTC).[5] Additionally, the COSOP intended to support the GoT in generating knowledge on the impact of matching grants and subsidy programmes in terms of the performance of government supports.[6]

8. In relation to the partnership development, the intent was to strengthen strategic and operational partnerships with key national players (central ministries and regional directorates), the Turkish Cooperation and Coordination Agency, donors, and community-based organizations. There was also the intention to enhance the partnerships with private actors, as Government-led rural development programmes were unable to attract private investment in value chains in the upland areas.

9. Policy engagement activities were intended to facilitate the access of poor farmers (women, youth, and marginalised farmers) to GoT supports and to enable their participation in national policy processes.

10. **Performance of partners.** The CSPE assessed the extent to which (i) IFAD has performed its supervisory and advisory functions, and (ii) the GoT has played its management and oversight roles for efficient and effective delivery of the country programme in achieving results. This entailed an assessment of implementation of their respective responsibilities in design, implementation support, monitoring, and evaluation, overcoming bottlenecks, addressing challenges, and managing risks.

Evaluation questions theory of change and topics

11. **Evaluation questions.** The CSPE answered the following overarching questions: (i) To what extent have IFAD's country strategy and programme, through its supported operations, produced tangible results and contributed to changes in improving rural livelihoods sustainably in the upland areas of Türkiye? (ii) What were the key lessons learned for the development of a new COSOP, for the future partnership between IFAD and the GoT? Aligned with these overarching questions, the CSPE defined specific questions by evaluation criterion (presented in Annex II).

12. **Theory of change (ToC).** The evaluation applied a theory-based evaluation approach to assess possible causal relationships between different elements of the country strategy and programme. The evaluation team then reconstructed a ToC (presented in Annex VIII),[7] which includes three main pathways that enable the contribution of the IFAD-supported programme to reduce rural poverty in Türkiye considering the main contextual challenges.[8]

13. The first pathway was the increase of incomes and livelihoods of productive pro-poor farmers through support for post-production, access to markets, and nutrition-sensitive activities. The second pathway was the increase of crop and animal productivity and production through adequate support downstream, including for adoption of intensive but sustainable farming practices. The third impact pathway was ensuring the sustainability and resilience of agricultural ecosystems in uplands by supporting the promotion and adoption of conservation and climate-smart practices and approaches. In all support, women and youth were critical for the creation of job opportunities and to reduce outward migration. A key assumption was to capitalize on the GoT agricultural policy framework and its efforts to reduce economic disparities between urban and rural Turkish regions.

[5] The 2016 COSOP mentioned some SSTC initiatives, which implementation will be assessed.
[6] One weakness mentioned in the 2016 COSOP was the excessive reliance on subsidies and supports programme by the ministry in charge of agriculture to create change in agriculture; and therefore, this was the main focus of activities.
[7] The first draft used inputs from the programme documents, which has been discussed thereafter with the key programme actors and subsequently revised as deemed necessary.
[8] Weak linkages between productive poor and markets; Imbalance of public focus; low private sector investment in remote highland areas; gender inequalities; degradation of natural resources; high vulnerability to climate change and natural hazards; Uplands suffer rural out-migration.

14. **Analytical themes.** Considering the focus of the country programme, the CSPE identified key themes that deepened the analysis. These themes are: (i) the strategic niche and comparative advantage of IFAD in Türkiye, (ii) access of productive poor to markets, (iii) gender equality and women's empowerment, and (iv) empowerment of youth (details are in Annex IX).

Methodology

15. **Methodological steps.** The CSPE applied a mixed-methods approach based on qualitative and quantitative data collected from various sources. Table A11 in Annex IX presents the main methodological building blocks, including in-depth desk review, virtual interviews, field visits, key informant interviews, geospatial data and secondary data analysis, and results interpretation. These activities are not strictly sequential.

16. **Evaluation processes.** Aligned with the methodological building blocks, the conduct of the CSPE followed the steps as below:

    a. Preparatory/inception phase. This entailed a desk review and virtual meetings with national stakeholders. At the end of this stage, the CSPE team prepared internal working papers which guided further inquiry during the main mission.

    b. Main mission in the country. The CSPE's main mission was implemented in the country from 1 to 14 July to gather data/information on programme results and end users' perspectives on programme performance. The team visited selected intervention sites and met with diverse stakeholders in the capital and field locations. A purposeful selection of intervention sites to visit was done with a stronger focus on ongoing projects (URDP and GTWDP), followed by AKADP and MRWRP,[9] with the intent to cover diverse situations.[10] The URDP includes intervention sites in areas affected by the recent earthquakes. Affected areas were not visited by the CSPE team due to challenges associated with the earthquakes.[11] A debriefing meeting was organised on 13 July to share preliminary findings with the main stakeholders.

    c. Draft report and review. The team analysed field data gathered and triangulated from various sources to generate findings and prepared the draft report. The questions listed in the evaluation framework guided the analysis and helped to draw up the main conclusions and recommendations. After an internal, thorough IOE peer review, the draft report was shared with the GoT and IFAD for review and comments.

    d. Report finalisation and dissemination. IOE finalized the CSPE report, after engagement discussions with IFAD and the GoT stakeholders, and prepared audit trails explaining how comments were addressed. A national in-person workshop will be organized on 16 April 2024 in Ankara to discuss key findings and recommendations of the CSPE.

    e. Agreement at Completion Point (ACP). Following the completion of the CSPE, the ACP, which is a document summarizing follow-up actions on the CSPE recommendations as agreed by IFAD and the Government, will be signed by the representatives of IFAD Management and the GoT (to be published in the

[9] AKADP has been subject of an IOE project performance evaluation, the team will therefore exploit information and findings already available. On the other hand, MRWRP and GTWDP have not been subject of any prior independent evaluations, nor an impact assessment.
[10] In addition to meetings in Ankara and Istanbul, the evaluation team visited intervention sites in Konya, Sinop, Kastamonu, Elazig and Kars, for primary data collection.
[11] On 6 February 2023, two earthquakes with magnitudes of 7.8 and 7.5 heavily affected the Southeastern provinces of Adıyaman, Hatay, Kahramanmaraş, Kilis, Osmaniye, Gaziantep, Malatya, Şanlıurfa, Diyarbakır, Elazığ and Adana in Southern and Southeastern Türkiye, resulting in 50,783 deaths and up to 107,000 injured residents. An estimated 3 million people have been displaced. IOM (2023) 2023 Earthquakes Displacement Overview. https://reliefweb.int/report/turkiye/iom-2023-earthquakes-displacement-overview-turkiye-march-2023

final CSPE report). IOE is not responsible for preparing the ACP but facilitates the process.

17. **Limitations.** Only one set of rigorous impact assessment results were available for one project among the two completed.[12] This limited the ability to draw conclusions on the contributions to long-term changes and impacts of the country programme overall. Moreover, challenges linked to the locations of project sites in different regions and the earthquake aftermath situation limited the choice of project sites that the CSPE team could visit. In light of these limitations, the team triangulated using diverse sources of data and information, as accessible, before concluding.

Key points

- This is the second country evaluation of IFAD's support in the Republic of Türkiye. The previous one was conducted in 2015 and published in 2016. This CSPE assessed the period between 2016-2022 and covered four investment projects (two completed and two ongoing).
- The total cost of the investment portfolio covered in this CSPE is US$233.2 million, of which US$136.66 million was financed by IFAD.
- The scope of the evaluation included an assessment of the country strategy and the performance of the portfolio, non-lending activities, partner performance (IFAD and the Government of Türkiye).
- The evaluation applied a theory-based model and a mixed-methods approach including qualitative and quantitative data. Data was triangulated from various sources to generate findings, conclusions, and recommendations.

[12] Conducted by the IFAD Division of Research and Impact Assessment (RIA).

II. Country context and overview of IFAD's strategy and operations

A. Country context

Socio-economic and social development indicators

18. **Geography and demography**. Türkiye is a country located between the Mediterranean and the Black Sea. The largest city is Istanbul, and the national capital is Ankara.[13] The country has a total area of 785,350 km² (303,225 mi²) and 7,200 km (4,473.9 mi) of coastline,[14] making it one of the largest countries in Asia and the 37th largest country globally. Türkiye is bounded on the north by the Black Sea, on the northeast by Georgia and Armenia, on the east by Azerbaijan and Iran, on the southeast by Iraq and Syria, on the southwest and west by the Mediterranean Sea and the Aegean Sea, and on the northwest by Greece and Bulgaria. Türkiye has a population of 84.78 million people (in 2021),[15] and currently hosts the largest refugee population in the world, with an estimated 3.5 million refugees as of February 2023.[16]

19. **Administrative setup**. Administrative de-concentration divides Türkiye into 81 provinces and, under these, 957 districts. There are seven geographical regions in the country. These include Eastern and South-eastern Anatolia in the east, the Black Sea in the north, Central Anatolia and the Mediterranean in the south), and Marmara and the Aegean in the west.[17]

20. **Political situation.** Since early 2015, Türkiye has experienced a series of political challenges, including a cabinet reshuffle in May 2016, and a failed coup d'état in July 2016. In the aftermath of the failed coup, a state of emergency was instituted, leading to drastic political changes. In April 2017, a set of constitutional reforms were approved establishing an executive presidency with strong oversight over the country policies. In July 2018, the long-standing parliamentary system was transformed into a centralized presidential system. Important changes were also made in the structure of some of the Ministries, reducing their number. A national election held on 14 May 2023 led to a run-off election held on 28 May 2023. The election resulted in a win for the ruling Justice and Development Party (AKP).

21. **Economy**. According to the World Bank data, Türkiye is an upper middle-income country, with in 2021, a GDP of USD 819.04 billion (current USD) and a GDP per capita of USD 9,661.2, which recorded a decrease from 2015 (Table 3).[18] The country is ranked 19th among the largest economies worldwide, considering the GDP values in 2021.[19] The GDP growth rate was 11.4 percent in 2021. The decline in GDP per capita from 2010 to 2021 is due to the decline in trade balance in the stipulated period,[20] among others due to, the aftermath consequences of the coup attempt and political reform from 2016. Türkiye has experienced significant currency devaluation and high inflation in since 2016. The Turkish Central Bank (Türkiye Cumhuriyet Merkez Bankasi) reports that the Consumer Price Index (CPI)

[13] Istanbul is a transcontinental city in Eurasia, straddling the Bosporus strait (which separates Europe and Asia) between the Sea of Marmara and the Black Sea. Earth watching Istanbul, Türkiye ESA 2000-2023.
[14] Worlddata.info Asia-Türkiye 2022
[15] World Bank (2021) Population, total Türkiye
[16] UNHCR (2023) Registered Syrian Refugees. https://data.unhcr.org/en/situations/syria/location/113
[17] https://portal.cor.europa.eu/divisionpowers/Pages/Türkiye.aspx
[18] Various shocks that affected the Turkish economy are presented in Annex V.
[19] https://www.worlddata.info/largest-economies.php
[20] https://www.macrotrends.net/countries/TUR/Türkiye/trade-balance-deficit

change was 71.98 percent on average in 2022 versus 19.42 percent in 2021.[21] More data on the vulnerability of the Turkish economy, as well as contributing internal and external factors are presented in Annex V.

Table 3
Key Economic Development Indicators

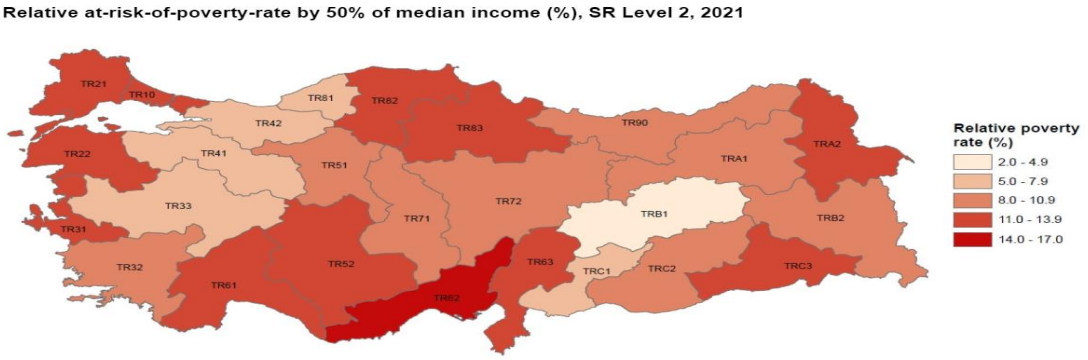
Indicator	2010	2015	2020	2021
GDP per capita (Current USD)	10 614,98	10851,95	8 561,06	9661,24
GDP growth (annual %)	8,4	6,1	1.9	11,4
Tax Revenue (% of GDP)	16.9	14.34	17.64	22.8
Exports of goods and services (% of GDP)	21.2	25.2	28.7	35.3
Imports of goods and services (% of GDP)	25.5	26.6	32.2	35.5
Foreign direct investment, net inflows (% of GDP)	1.2	2.2	1.1	1.6
Central government debt % GDP	45.1	29.1	42	NA
Agriculture value-added % GDP	9	6.9	6.7	5.5
Industry value-added % GDP	24,5	27.8	28	31.1
Services value-added % GDP	64.5	63.5	64.2	62.8

Source: https://data.worldbank.org/indicator/NV.IND.MANF.CD?locations=TR

22. **Poverty**. Türkiye has made some progress in reducing poverty in recent years. World Bank indicators show that the proportion of the Turkish population living below the national poverty line decreased from 18.5 percent in 2005 to 14.3 percent in 2015, but increased to 15 percent in 2019. The Turkish Statistical Institute (TurkStat) estimates of monetary poverty (percentage of households with less than 50 percent of median disposable income) were 15.0 percent in 2020, down from 16.1 percent in 2011.[22] Eastern Türkiye is the least developed part of the country with the lowest incomes and Western Türkiye has the highest incomes. Households at risk of poverty are found in different parts of the country, but more in upland areas (Figure 1). About 7.3 million people (9.5 percent of the population) live in forest villages located mainly in the uplands and they are among the poorest in the country (COSOP, 2016). The Gini index was 41.9 in 2019 against 41.7 in 2017, reflecting a moderately high wealth inequality, which is significantly higher when compared to neighbouring countries.[23] Sub-indicators for educational attainment and health / survival are very high (97.3 percent and 96.6 percent respectively). The labour force participation rate is 32 percent (up from 25 percent in 2005).[24]

[21] Consumer Price Index (2003=100) (TURKSTAT)https://www.tcmb.gov.tr/wps/wcm/connect/EN/TCMB+EN/Main+Menu/Statistics/Inflation+Data/Consumer+Prices
[22] As for the at-risk-of-poverty-rate according to poverty threshold set at 60 percent of median equivalized household disposable income, it was 21.9 percent in 2020.
See https://data.tuik.gov.tr/Bulten/Index?p=Income-and-Living-Conditions-Survey-2020-37404
[23] Compared to 26.6 (2005) for Azerbaijan, 25.2 (2020) for Armenia, and 34.5 (2020) for Georgia who are neighboring countries.
[24] World Bank (2021) Labor force, female (percent of total labor force). https://data.worldbank.org/indicator/SL.TLF.TOTL.FE.ZS?locations=TR

Figure 1
Income and poverty levels across Türkiye



Source : https://data.tuik.gov.tr/Bulten/Index?p=Income-and-Living-Conditions-Survey-Regional-Results-2021-45582&dil=2

23. **Human Development Index (HDI)**. According to UNDP data, Türkiye's Human Development Index (HDI) value for 2021 was 0.838, which put the country in the very high human development category, positioning it at 48 out of 191 countries and territories. Between 1990 and 2021, Türkiye's HDI value changed from 0.600 to 0.838, a change of 39.7 percent. Key drivers of this improvement were life expectancy at birth (which improved by 8.3 years), the mean years of schooling (which improved by 4.2 years), expected years of schooling (improved by 9.3 years), and the gross national income per capita, which increased by 138.7 percent between 1990 and 2021.[25]

24. **Nutrition and Food Security**. According to the Global Food security Index of 2022, Türkiye ranked 49 out of 113 countries with a score of 65.3, the best ranks (26th) obtained were for food quality/safety and sustainability/adaptation, while the lowest score was for affordability (81st).[26] The prevalence of undernourishment in the total population was reported to be less than 2.5 percent in 2022, and the prevalence of stunting (chronic malnutrition) among children under five years old was estimated to be 5.5 percent in 2020. The Report on the State of Food Security and Nutrition in the World in 2023 found the prevalence of wasting to be 1.7 percent.[27]

25. **Gender equality**. Nearly half (49.8 percent) of the Turkish total population are women.[28] The country ranks 124th with a 63.9 percent score (out of 145 countries) in the Global Gender Gap Index of 2022, lagging at the bottom of Central Asia countries.[29] The worst gender gap sub-indicators are economic participation and opportunity for women, and political empowerment. Women still have limited participation in governance and very limited access to and control over resources including land and finance.[30] There are other numerous challenges related to gender equality in Türkiye, presented in Box A1 in Annex V.

26. **Youth employment**. Türkiye has a young and dynamic population with 48.3 percent of the population being under the age of 30, and 24.4 percent being between the ages 15-29.[31] According to TurkStat data, the labour force

[25] https://hdr.undp.org/data-centre/specific-country-data#/countries/TUR
[26] See https://impact.economist.com/sustainability/project/food-security-index/explore-countries/turkey.
[27] https://data.worldbank.org/?locations=TR-7E
[28] https://eurydice.eacea.ec.europa.eu/national-education-systems/Türkiye/population-demographic-situation-languages-and-religions
[29] After Azerbaijan (68.7 percent), and Tajikistan (66.3 percent). Global Gender Gap Report 2022, World Economic Forum.
[30] The participation rate was 12.4 percent for illiterate women, 24.1 percent for women graduated less than high school, 29.9 percent for women graduated from high school, 37.0 percent for women graduated from vocational high school and 65.6 percent for women graduated from higher education. https://data.tuik.gov.tr/Bulten/Index?p=Istatistiklerle-Kadin-2021-45635&dil=2
[31] https://national-policies.eacea.ec.europa.eu/youthwiki/chapters/Türkiye/overview

participation rate for young people aged 15 to 24 was 43.0 percent in December 2021, while the unemployment rate was 20.8 percent (17.9 percent for men and 26.1 percent for women). About 19 percent of young people were employed in agriculture, 33 percent were employed in industry, and 48 percent were employed in the service sector.[32]

27. **Incidence of conflicts and natural disasters.** The civil war in the neighbouring Syria has caused significant challenges for Türkiye. The large influx of Syrian refugees to Türkiye (estimated to be 3.5 million) has led to a significant demographic shift in the country. At the same time, the war in Ukraine has led to increased risks to the Turkish economy and rural sector due to the reliance on oil and gas imports. Energy prices have increased significantly in 2022, but in comparison to the EU countries, Türkiye has been less affected by the war in terms of energy cost increases.[33] Türkiye is also highly prone to earthquakes due to its location across multiple tectonic plates. In the past, the country has experienced frequent earthquakes. The most recent happened on 6 February 2023 in Southern Türkiye, with significant impact.[34] A detailed elaboration on the incidence of conflicts and natural disaster in the Turkish economy is presented in Annex V.

Agricultural sector and rural development challenges

28. **Importance of agriculture**. The agriculture sector is important for the Turkish economy. Türkiye is the largest agricultural economy in Europe, exporting approximately USD 16.9 billion in agricultural products annually (FAO 2021).[35] It is one of the world's leading producers and exporters of vegetable products, including apricots, cherries, chestnuts, figs, hazelnuts, olives, tea, and tobacco.[36] In 2020, the sector contributed up to 5.5 percent to the GDP. Approximately 23 percent of the population lives in rural areas, and 18 percent of the total employment (25 percent for females and 15 percent for males) is in the sector (World Bank indicators).

29. **Crop production and challenges**. The country has three distinct climatic regions: Mediterranean, oceanic, and continental climate,[37] entailing the production of a diversity of crops.[38] Crop production accounted for 53 percent of the total Turkish agricultural production in 2020 (OECD data).[39] One of the most important problems for sustainable agricultural land use in Türkiye is land fragmentation,[40] primarily due to the cumulative impact of the inheritance laws that divide land equally between inheritors. Land fragmentation dissuades farmers from investing in appropriate technologies, restricts access to irrigation, limits the choice of crops and timely agronomic operations, and increases production costs (2016 COSOP). Additionally, agricultural producers lack contemporary technologies and decision-making tools (for efficient cropping patterns) necessary for improving and sustaining the agricultural productivity. This challenge is exacerbated by water

[32] Türkiye 2016 COSOP
[33] IFAD (2022). Türkiye 2016 COSOP results review.
[34] According to the statement released by the government dated 5 March, a total of 45,968 people lost their lives, of which 4,267 were under temporary protection status. Over 214,000 buildings had collapsed or were heavily damaged.
[35] Digital Agriculture Profile 2021, Türkiye
[36] https://www.oecd.org/fr/turkiye/evaluationdesreformesdelapolitiqueagricoleenturquie.htm
[37] There are significant differences in climatic conditions from one region to the other. While the coastal areas enjoy milder climates, the inland Anatolian plateau experiences extremes of hot summers and cold winters with limited rainfall. The Aegean and Mediterranean coasts have cool, rainy winters and hot, moderately dry summers.
[38] Major crops are cereals (wheat, barley, and maize), sugar beet, cotton, potatoes, fruit, and vegetables (especially apples, citrus, grapes, figs, hazelnuts, olives, and tea).
[39] Approximately 49 per cent of the country land (366,620 sq. km) is considered as agricultural land, of which 28.9 per cent are forest areas. Only 4.6 per cent of the land areas are used permanently for cropping, according to World Bank data: https://data.worldbank.org/indicator
[40] S, Hayran, A. Gul, and M. A. Saridas (2018), Farmers' sustainable agriculture perception in Türkiye: The case of Mersin province. NEW MEDIT N. 3/2018

shortages, partly due to inefficient water usage in irrigation systems, which are mostly based on gravity (with open canals).[41]

30. **Livestock production and challenges**. Animal production contributed 47 percent to the total agricultural production in 2020 (OECD data). The sub-sector remains the source of raw materials for meat, silk for milk feeding, woollen textile and leather industries.[42] Despite a large number of animal heads, low feeding levels due to expensive feed inputs led to significantly low per-animal productivity, especially for cattle. Feed costs are a major challenge for the livestock industry in Türkiye, accounting for 80 percent of total expenditures.[43] The presence of animal diseases, especially foot and mouth disease, brucellosis, and tuberculosis further pose challenges for producers.

31. **Natural resources and climate change**. Türkiye's legislative approach to forest resources, the environment, and biodiversity is centred around safeguarding natural assets, particularly emphasizing sustainability.[44] Negative situations including illegal forest clearing, heavy grazing, and ploughing of rangelands are the consequence of overpressure on ecosystems.[45] Natural habitat loss has occurred across approximately 40 percent of the steppe ecosystem in the past 50 years. The destruction of plant cover accelerated on forest, grazing, and cultivated lands through unsustainable farming and grazing practices, as well as forest fires. This has led to erosion of different intensities affecting most arable lands (about 80 per cent). Additionally, Türkiye being part of the southern belt of Mediterranean Europe, has been facing a warming trend in temperatures and a decreasing trend in precipitation, with an already negative effect on the availability of ground water for agricultural production (irrigation) and rural development activities, exacerbating social and regional disparities between the regions.[46]

Agricultural policy and institutional framework

32. **Agricultural policy and strategy.** The main development goal set out in the "Long-term Strategy Document (2001-2023)" by the GoT is to improve Türkiye's global position and enhance the welfare of citizens with structural transformations based on the principal social values and expectations of the nation in a world that is undergoing a rapid change. By 2023, it aimed to reduce the unemployment rate to 5 percent and reduce the inflation rate permanently to single-digit levels and target the agricultural sector's share to 5 percent of GDP. Türkiye's National Development Plan is prepared to support that strategy by setting five-year targets that take into consideration inter-sectoral balance. The Tenth National Development Plan (NDP) 2014-18 included the objectives to develop a globally competitive and environment-friendly agricultural sector aimed at providing sufficient and balanced nutrition to the population.[47] It is also aimed at enhancing the planning, implementation, and monitoring of natural resources, and improving living and working conditions of rural people in their neighbourhoods.

33. The Eleventh NDP (2019-2023) focuses on improving competitiveness and productivity in all areas. The plan prioritised overcoming challenges the country

[41] World Bank (2016) Systematic Country Diagnostic, Türkiye.
[42] According to TurkStat, in 2020, the cattle population was 18.2 million head, the sheep population 42 million head (a 13 percent increase from 2019), and the goat population 11.9 million head (an increase from 11.2 million in 2019).
[43] United States Department of Agriculture, 2021. Livestock and Products, Annual, Türkiye. Report Number: TU2021-0033
[44] https://www.cbd.int/doc/world/tr/tr-nr-01-en.pdf.
[45] Economic pressure due to population increase in rural areas and lack of legislation preventing the fragmentation of farms into less-than-optimal units has decreased the number of farmers who already have quite low income.
[46] https://www.adaptation-undp.org/explore/europe-and-central-asia/t%C3%BCrkiye
[47] Focusing on: effective food-stock management, diminishing losses along the food chain, strengthening administrative and technical capacity related to market regulations, and effective use of foreign trade tools to ensure food security and stability in markets and farmers' incomes.

faces to become a high-income country and continue its diversification of the economic development programme with a focus on digital transformation and technology-intensive industrial production. In the Eleventh NDP, agriculture was identified as one of the priority sectors for achieving international competitiveness and food security. Among the main objectives of the Eleventh National Development Plan were to increase the production capacity and employment of the rural labour force, improve the quality of life, combat poverty, and increase the welfare of rural communities while reducing migration from rural areas.[48]

34. **Institutional Framework**. The main strategic GoT institutions of the IFAD supported programme are the Ministry of Treasury and Finance, the Presidency of Strategy and Budget (PSB), and the Ministry of Agriculture and Forestry (MoAF). The MoAF oversees with food, agriculture, and livestock development in Türkiye and is the technical strategic partner of IFAD supported programme, through the General Directorates of Agricultural Reform and Forestry.[49] Private agricultural banks, microfinance institutions, farmers' organisations and cooperatives are also key institutional players in rural development in Türkiye.

35. **Financing of Turkish agriculture**. According to data from the Turkish Ministry of Trade, foreign investment in the agriculture sector was 0.2 percent of the total foreign investment in 2020 (USD 17 million), reaching 2 percent in 2021, and 1.6 percent in 2022 (USD 148 and USD 107 million respectively).[50] The main sources of foreign investment are multilateral investment banks and bilateral partners (World Bank, European Union countries and the United States especially). The Japan International Cooperation Agency is one of the few bilateral partners supporting rural development efforts in Türkiye.[51] The MoAF has experienced staff involved in rural development matters and comprehensive field coverage in 81 provinces and 887 districts in the country. The MoAF is responsible for forest, water, and climate change matters. Private agricultural banks, microfinance institutions, farmers' organisations and cooperatives are also key institutional players in rural development in Türkiye.

B. IFAD's strategy and operations for the CSPE period

36. **Past country strategies and evaluations.** The 2006 COSOP (and its 2010 addendum)[52] covered the period 2006 to 2015. It focused on agricultural and institutional development in the eastern and southern-eastern regions of Türkiye with efforts to support income diversification among economically active poor. The strategic objectives focused on three areas: a) the profitability and marketability of the promoted activities; (b) the site-specific opportunities in terms of natural resources, market linkages and private-sector involvement; and (c) the support of small- and medium-sized enterprises to improve market linkages and increase self-employment and job creation opportunities.

37. The 2016 CPE assessed the 2000 and 2006 COSOPs and found that the GoT and IFAD had developed a solid and strategic partnership. It further found that the programme had contributed to improving the incomes and quality of life of beneficiaries. Areas of improvement were related to: the targeting of poorest farmers, ensuring equal participation of women and youth in project activities, limited progress on innovation and scaling up, and a need to strengthen non-

[48] At the time of completing this evaluation, the preparation process of the Twelfth NDP was underway. The evaluation team could not access any official publication on the draft 12th plan.
[49] The forestry department (OGM) used to be an independent Ministry.
[50] Economic Outlook, February 2023. But Data on government financing to agriculture could not be obtained.
[51] https://www.jica.go.jp/english/overseas/Türkiye/index.html
[52] Prepared to expand the 2006 COSOP timeline. The principles and thrusts of the 2006 COSOP has remained valid but with more attention to natural resources management.

lending activities to ensure synergies with the portfolio. Recommendations from the CPE 2016 are available in Annex IV.

38. The 2016 COSOP, subject of the current evaluation, aimed to contribute to rural poverty reduction in upland areas of Türkiye. It included two strategic objectives: (i) to enhance market access for productive, poor smallholder farmers, and (ii) to mainstream sustainable natural resources management into all aspects of upland agricultural production and increase upland climate change resilience (Table A6, Annex VI). Thus, the main difference with the 2006 COSOP and its 2010 addendum is the explicit inclusion in the latter of aspects of climate change resilience.

39. **Loan portfolio.** The projects covered by the evaluation (Table 4) include: two approved under the 2006 COSOP and already completed, Ardahan-Kars-Artvin Development Project (AKADP) and Murat River Watershed Rehabilitation Project (MRWRP);[53] and two designed under the 2016 COSOP, Göksu Taşeli Watershed Development Project (GTWDP), and Uplands Rural Development Programme (URDP).

40. The AKADP aimed to increase the incomes of poor smallholders and small rural entrepreneurs and to improve rural infrastructure, particularly those related to rangeland roads. The MRWRP was designed to improve rural livelihoods, through the rehabilitation and sustainable use of natural assets, to break the linkage between poverty among upland village communities and the degradation of natural resources in the Murat watershed.[54]

Table 4
List of projects covered by the CSPE

Project ID	Project name	Approval	Effective	Completion	Closing	Regions
1100001492	Ardahan-Kars-Artvin Development Project (AKADP)	17/12/2009	02/07/2010	30/09/2017	31/03/2018	North-eastern Anatolia
1100001623	Murat River Watershed Rehabilitation Project (MRWRP)	13/12/2012	15/02/2013	30/06/2022	31/12/2022	Eastern Anatolia
2000000812	Göksu Taşeli Watershed Development Project (GTWDP)	12/12/2015	26/05/2016	30/06/2025	31/12/2025	Central Anatolia
2000001409	Uplands Rural Development Programme (URDP)	11/12/2017	05/03/2018	31/03/2027	30/09/2027	Eastern Mediterranean and Western Black Sea

Source: IFAD Oracle Business Intelligence.

41. The GTWDP aims to increase farmers' incomes by supporting economic diversification through value chain development (VCD) and sustainable natural resource management, as well as strengthening the resilience to climate shocks.[55] Finally, URDP aims to enhance the prosperity and resilience of upland smallholder farmers building on and accentuating the characteristics of rural production ensuring that sustainable land and water use practices are promoted while also increasing the climate adaptive capacity of smallholders.

[53] These two projects were assessed during the CPE conducted in 2015, but not for all criteria. AKADP was assessed on relevance, effectiveness, efficiency, gender, and innovation, but not for impact and sustainability. MRWRP was assessed only on relevance.
[54] The project focuses on village dwellers' involvement in the decision-making and implementation processes relating to the rehabilitation of existing natural resources while facilitating the creation of a strong sense of ownership among upland communities and thereby ensuring sustainability of the investments.
[55] The project is also improving the living standards of the nomadic Yörük tribes in the Taurus Mountains by improving natural resource management.

42. The structure of the investment portfolio (see Figure A3, Annex VI) entails: (i) the development of rural enterprises (52 percent), (ii) crop production (19 percent), (iii) livestock and pastoralism development (11 percent), (iv) natural resources management (6 percent), and (v) financial services (4 percent).[56]

43. **Grant portfolio.** For the period under review, a preliminary analysis by the CSPE team showed that there was no country-specific grant implemented and only two regional grants with planned activities in Türkiye: (i) the South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the Near East, North Africa, Europe, and Central Asia Region, and (ii) Digital Advisory Support Services for Accelerated Rural Transformation.

44. **IFAD country presence**. IFAD's Türkiye programme was managed from headquarters in Rome until 2018. Following decentralization in 2019, a sub-regional hub (now called a multi-country office, or MCO), including an IFAD country office (ICO), was established in Istanbul. The MCO aims to strengthen portfolio management across Eastern Europe, Caucasus, Central Asia, and the Balkans, and enhance partnerships between the ICO teams. The MCO expanded from nine staff in 2019, to twelve staff in 2022 at the time of the CSPE conduct. The MCO Director is the Türkiye country director (CD); he is complemented by one country programme officer (CPO). Additional staff include one analyst and two administrative staff that support the Türkiye portfolio, while also supporting the other MCO programmes. For the period evaluated (2016-2022), two CDs have been in charge of the country programme.[57]

Key points

- Türkiye is a country located between the Mediterranean and the Black Sea, which includes 81 provinces located in seven geographical regions. Since 2018 a central presidential system has replaced the old parliamentary system.
- Türkiye is an upper middle-income country with the 19th largest economy in the world. Despite the past economic growth, the Turkish economy has shown a great vulnerability to internal and external shocks in recent years. Recent shocks, including the conflict in neighbouring Syria and earthquakes on the 6th of February 2023, have negatively affected the Turkish economy.
- While absolute poverty is low in Türkiye, monetary poverty remains significant and regional disparities in poverty are observed. Poverty rates across the country, however, are higher in rural mountain areas.
- There are major gaps in gender equality and the country lags behind other Central Asia countries. Moreover, the unemployment rate of young people is higher for women (26%) compared to 18% for men.
- The agriculture sector remains important for the Turkish economy, contributing to 5.5% of the GDP and 18% of the total employment. Crop and animal production are almost equally important estimated at 53 and 47 percent of the total agricultural production.
- The 2016 COSOP was the only IFAD strategic document valid for the evaluated period 2016-2022. Its two strategic objectives were (i) to enhance market access for productive, poor smallholder farmers, and (ii) to ensure in upland areas, sustainable natural resource management and climate change resilience.
- The first completed project (AKADP) was implemented with an integrated rural development approach and focus on animal production. The second completed project (MRWRP) had a high focus on natural resource management and climate change adaptation. The two ongoing projects (GTWDP and URDP), have a stronger focus on economic resilience, with an attention to the management of natural resources.

[56] The remaining balance is the programme management.
[57] Dina Saleh and Bernard Hien (2019-2022). Gianluca Capaldo was the interim CD from January until September 2023 when Mr Liam F. Chicca took the position of MCO Director.

III. Performance and rural poverty impact of the country programme and strategy

A. Relevance

45. This section assesses the extent to which (i) strategic and programme objectives were consistent with country needs/priorities, beneficiaries' requirements, and institutional partner priorities; (ii) the design of the strategy and interventions, the targeting approaches were consistent with these objectives, and (iii) the strategy and interventions have been (re-) adapted to address changes in the context.

Relevance to country priorities, IFAD's strategies, and beneficiaries' needs

46. **The 2016 COSOP objectives were aligned with the Türkiye long-term strategies (2001-2023)** of enhancing competitiveness and productivity in all economic areas of the country. The evaluation found that the objectives were relevant to both the Tenth and Eleventh NDPs. The objectives were particularly well aligned with the objectives of reducing disparities between regions, increasing production capacity and employment among the rural labour force, improving quality of life, reducing poverty, and increasing welfare among rural populations. The objectives were furthermore aligned with priorities set in the agriculture sectoral strategic plans and National Rural Development Strategy (2014 – 2020) in the promotion of a sustainable agricultural sector with good infrastructure, high organizational and productive structure, and an increase in international competitiveness; and improvement of production capacities, rural employment, and quality of life while reducing outmigration from rural areas. Additionally, CSPE found that the COSOP's objectives were aligned with Türkiye's National Forestry Program (2004–2023) objectives of ensuring sustainable forest management, ecosystems and biodiversity conservation, and efficient use of forest resources with the participation of stakeholders, including local communities.[58]

47. **The 2016 COSOP was relevant to IFAD's strategies and priorities, while project designs were consistent with the existing COSOPs and beneficiaries' needs.** All four projects in the country programme included in the CSPE had objectives consistent with the COSOP valid at their design stage. All projects focused on supporting farmers to move from subsistence farming toward commercial agriculture, and to contribute to the development of local farm entrepreneurs that can contribute reducing regional economic disparities and rural-urban migration. The goal of climate-resilience was considered in the design of the two projects approved under the 2016 COSOP, which was well aligned to the IFAD Strategic Framework 2016-2025. Moreover, the 2016 COSOP objectives were relevant to the needs of beneficiaries of targeted areas, where reducing poverty and economic inequalities are of critical importance. However, ex-post, some projects' objectives (AKADP and GTWDP) were found to be less relevant to the needs of the target groups. The AKADP project performance evaluation (PPE) report noted that activities under component 1 (Smallholder and Non-Farm Enterprise Investments) were of limited relevance to beneficiaries, due to the weak suitability of loan services that posed significant challenges for access by the intended target groups, including women, youth and other marginalized groups. In the same line, the GTWDP mid-term review reported that the relevance of the project to beneficiaries varied by component and sub-component, and the matching grant programme appeared less relevant to the poorest landless households who rely on social assistance and who cannot bear the costs associated with matching grants; this triggered the recommendation to revising the matching grants manual to remove the constraints restricting access to the poor targeted households.

[58] It places a particular emphasis on ecosystem services provided by forests, including soil and water conservation, water quality protection, prevention of desertification and soil erosion and natural disasters, air quality regulation, and carbon storage.

Relevance of themes and quality of design

48. **The overarching theme of inclusive rural livelihoods' resilience focusing on smallholder farmers living in remote upland areas was relevant, as well as the specific themes addressed by the interventions.** Interviews conducted by the evaluation team with strategic actors show that this will continue to be relevant in the future, considering the Twelfth National Development Plan in preparation at the time of the evaluation. More focus will be placed on climate change risks, digital technology as a tool for rural transformation, and development challenges resulting from externalities including the conflicts in Syria and Ukraine, and the impact of the Earthquake, especially in poorer rural areas.[59] Specific thematic areas addressed by the strategy and programme, including value chain development (VCD) including access of smallholder farmers to markets, diversification of rural economic opportunities, management of natural resources, and climate change resilience, were also very relevant to challenges faced by smallholders in the upland areas of Türkiye.

49. **However, the CSPE identified gaps in the design of the country strategy and programme.** Notably, the 2016 COSOP design did not include a theory of change, and thus, there was no clarity on pathways of change nor steps required for achieving the overall strategic goal of "sustainable improvement of the standard of living of rural people in poorest regions, especially taking into account the UMIC status of the country; and key development-related assumptions were not adequately identified, in terms of building on the existing opportunities with the subsides' programme supported by the GoT. Additionally, the evaluation found that there was a lack of an operational resilience framework adapted to operations in the highland contexts of Türkiye, insufficient clarity on the role of community-based organizations and insufficient empowerment of these organisations, and a lack of baseline, landscape-level analysis to ascertain the status of natural resources. Furthermore, the designs of highland development and watershed operations did not include aspects of monitoring and assessing the hydrological effects of soil and water conservation, land use, and rehabilitation interventions on river flows and other ecosystem.[60] Finally, the 2016 COSOP included the theme of "nutrition sensitive agriculture", but did not provide guidance on how to address this important theme, considering key nutritional challenges (see the context section).

50. **Similarly, analysis was insufficient in the design of some projects for important themes they addressed.** For instance, the analysis of adaptation to climate change in the MRWRP design did not sufficiently identify vulnerability issues and their causes and consequences, the resources needed to address them, and the existing capacities, even if some actions – such as the rehabilitation of degraded forests, new afforestation and soil erosion control activities, support to pasturelands. – were relevant for the sustainable management of natural resources. The GTWDP design did not provide an in-depth analysis of climate change and adaptation, but a technical report was prepared during the implementation stage, leading to several activities implemented in the target areas that are relevant to the mitigation of climate risks and adaptation to climate change variability. On the positive note, the URDP carried out: (i) a systemic climate change trend analysis, resilience, and vulnerability assessment to determine some applicable adaptation and mitigation measures; (ii) a review on the nutrition theme

[59] Government partners interviewed mentioned that in the future, thematic areas which need higher additional focus include Disaster Risk Reduction in the wake of the Earthquake and overcoming challenges in poorer rural areas resulting from the war in Ukraine.
[60] The hypothesis is that managing the watershed will improve the hydrological regulation of runoff from ridge to the valley and from uplands to the lowlands. Monitoring and assessments should be carried out to support not only the projects but also national structures in charge of watershed management to monitor management plan implementation and its long-term impact, in particular the effectiveness of SWC activities, to manage and respond to natural disasters, to track trends, and to validate or calibrate the watershed management models.

in Türkiye and analysed the potential of the selected food value chains to positively impact diet and be part of tailored nutrition education.[61]

Relevance of targeting

51. **The geographical targeting defined in the 2016 COSOP was relevant.** Main targeting measures in the COSOP included geographic targeting, followed by self and direct targeting. The evaluation found that the geographic targeting applied in the 2016 COSOP led to the targeting of the mountain areas where poverty rates are high, and there are greater opportunities for substantial improvements in agricultural incomes. This finding was confirmed through interviews with stakeholders. Indeed, the CSPE found that geographical targeting contributed to the outreach of rural communities which are underserved by projects implemented by the GoT and other partners, due to their remoteness, low population densities and relatively high costs of operation in those areas compared to operations in low land areas.

52. **However, the targeting was less relevant for the outreach of poorest households, aligned with the nature of activities supported.** The COSOP reports that self-targeting should be used to reach "productive smallholders (men and women), farmers, pastoralists, and rural women and youth willing to engage in small- and medium-scale enterprises (SMEs) for downstream market value chains". Aligned with this approach, project designs foresaw self-targeting to reach individual beneficiaries. The CSPE found that this approach had limitations to reaching poor people who have limited productive assets needed to take advantage of matching grant schemes, and limited capacity to engage in some value chain activities (see further elaboration in the Effectiveness Section). To address this limitation, special accommodation packages were prepared for the GTWDP and URDP to promote the inclusion of farmers with incomes below income thresholds, with household members with disabilities, and women-headed households, however challenges in reaching these group persisted.

53. Due to these limitations, projects with a greater focus on value chain development (VCD) (AKADP, GTWDP and URDP) applied direct targeting measures actively to reach poor people and marginalized groups, including women, youth, and nomadic groups, during their implementation stages. Proactive efforts were taken to target those individuals with fewer assets and opportunities, and address gender inequalities in access to project benefits (see further elaboration in the Gender Section). Strong outreach and communication by programme management unit (PMU) staff and elected village leaders (*muhtars*) was found to be important for direct targeting and outreach. Interviewed beneficiaries reported that they primarily learned about the project through direct outreach from PMU staff. In the case of MRWRP, there was no direct targeting of those with fewer assets and opportunities, as the focus was on reforestation, but the project targeted whole village communities by virtue of their location and the state of their local natural resource base, entailing that all social categories were reached.

Relevance of institutional arrangements and implementation changes

54. **There were two distinctive institutional arrangements under the MoAF with different degrees of relevance.** Projects in the Türkiye portfolio were implemented either through the General Directorate of Agrarian Reform (AKADP, GTWDP and URDP) or the General Directorate of Forestry (OGM) (MRWRP) (see Box 1) under the MoAF. Projects implemented under the General Directorate of

[61] The URDP design included key assumptions: (i) Overcoming the challenges of fragmented and inconsistent production that is a key cause of commercial isolation and limited value added in the uplands, (ii) Better advisory services, business development, individual and collective investments (including in economic infrastructure), (iii) Factoring in the need to preserve the often-fragile environment and ensure enhanced climate resilience, and (iv) increase utilization and inclusiveness of rural financial services.

Agriculture experienced delays in the processes for procurement combined with lengthy internal processes of approval and non-functional steering committees with UNDP,[62] while such delays were not experienced in the project implemented under OGM.

Box 1
Dual implementation arrangements of portfolio projects

The AKADP, GTWDP and URDP received oversight from the Central Programme Management Unit (CPMU) under the General Directorate of Agricultural Reform (GDAR). Provincial PMUs, established under the Provincial Directorates of MoAF, had direct implementation responsibility. Through a signed service agreement with the MoAF, the UNDP ensured the projects' financial management, including the flow of funds, recruitment of PMU staff and technical assistance, procurement, and fiduciary aspects. There was no steering committee established for the overall oversight.

With the MRWRP, the General Directorate of Forestry (OGM) ensured the responsibility for all implementation aspects, including planning, budgeting, procurement, financial accounting, and reporting. The implementation of activities in the provinces was decentralised to the Forestry Directorate at the provincial level who worked in close collaboration with the Forestry Directorate at the regional level (in Elazığ). A Project Steering Committee was established and functional to provide guidance and oversight.

Source: AKADP, MRWRP, GTWRP and URDP design documents and supervision reports.

55. **Relevant changes were made during implementation as a consequence of the lack of in-depth analysis of specific themes.** Several modifications have occurred during the implementation of the projects. For instance, recognizing the low demand for services under the component one of the project, causing persistent low disbursements, the AKADP expanded its coverage from 160 to 597 villages in 2014.[63] The AKADP also made necessary extensions to the implementation period twice due to changes in many of the original design parameters during implementation (such as the inclusion of large livestock markets and the limited capacity of private contractors to implement the huge projects at the district level on time) leading to delays.[64] With GTWDP, similar modifications were done to increase the number of commodities supported by the project, and to revise the matching grant principles, for a greater access by poor households. These changes were the consequence of insufficient analysis at the design stage. More in-depth analyses would have increased understanding of critical conditions for VCD activities in the project contexts.[65]

56. **Summary. The CSPE rated the relevance of the country strategy and programme as moderately satisfactory (4).** The CSPE found the following positive relevance features included a strong alignment to national plans, and policy and strategy frameworks. Geographic targeting of remote upland areas and the overarching theme of smallholders' livelihood resilience were very relevant. The targeting approach allowed projects to reach poor farmers and respond to their needs. At the same time, the specific themes involved in the country programme

[62] See further details in the governance performance section)
[63] The expanded coverage included villages where the loan services were more relevant to the beneficiaries. In agreement with the GoT, the project area was expanded to 14 districts and 597 villages in those districts as the result of a low abortive capacity in the existing targeted regions, and high demand for IFAD-supported activities in newly targeted districts.
[64] AKADP design did not sufficiently take into consideration the very severe climate conditions in the implementation region with long and harsh winters, and this resulted in a shorter implementation period, particularly for infrastructure projects, thus the initially planned project duration was not sufficient. The PMU did not get the requisite logistical support at the start (as delay occurred in the recruitment and procurement by UNDP), and the design did not allow to launch the implementation in all the villages from the outset, which further constraining the project due long winters (meaning short period for work season).
[65] The main change in the case of MRWRP was the increase by 15000 of the number of individual beneficiaries (from 80 to 95 thousand), and this was justified due to an additional financing (see efficiency section).

were relevant and aligned with the contextual challenges of targeted areas. Conversely, project relevance was reduced by implementation arrangements that did not enhance inter-directorate collaborations, insufficient analysis of project themes and context at the design stage, and a lack of an overarching ToC.

B. Coherence

57. This section assesses coherence, which covers external and internal coherence. External coherence relates to the consistency of the strategy and programme with other partners' interventions in the same context. Internal coherence refers to the internal logic, synergies, and linkages among different elements of the country strategy and programme. Aligned with the IFAD Manual (2022 version), the section also assesses aspects related to knowledge management, partnership building, and policy engagement.

External coherence

Added value and comparative advantage of IFAD financing

58. Considering Türkiye's upper middle-income country status and developed agriculture sector, specific investments geographically targeted are needed to improve production techniques, boost productivity, cope with climate change burdens and enable market access for agriculture sector growth to benefit the poor and poorest farmers in remote highland areas.

59. In response, **IFAD support has played a catalytic role in targeted areas due to its comparative advantage in applying development approaches that can effectively address rural poverty in geographically remote and marginalised areas.** IFAD's added value lies in supporting the resilience of rural livelihoods (in terms of economics and climate change adaptation) in remote and marginalised highland areas of Türkiye that are not served by other external partners. In fact, even in an upper-middle-income country like Türkiye, IFAD has remained coherent with its policy of targeting poor and most vulnerable people, including those with limited economic assets and opportunities.[66] In addition to being a trusted actor for rural development and poverty reduction, the CSPE found that IFAD's efforts have inclusively engaged with implementation partners at the provincial level, as acknowledged by GoT stakeholders at the central level. There was a clear consensus among GoT and international stakeholders that the reliability and flexibility of the IFAD approach responded to the needs of smallholder farmers.

60. **IFAD support aimed at increasing economic opportunities for smallholders and improving the management of natural resources sustainably in upland areas that are not served by other external partners**. While the volume of funds invested is small compared to other international financiers like the World Bank and European Union, the catalytic role and quality of change triggered by the investment is meaningful. Considering the extent to which the Turkish economy has been negatively affected by internal challenges (change to the presidential system, rising inflation) and external shocks (wars in Syria and Ukraine, earthquakes, as presented in Annex V) in recent years, there was a consensus that IFAD's support will still be relevant in the near future to complement GoT efforts to reducing economic inequalities and poverty in the highland areas. GoT stakeholders interviewed by the evaluation team expressed strong interest in pursuing IFAD's funding in coming years.

Convergence and complementarity with other external partners' supports

61. **There was thematic convergence between IFAD's support and the support of other key external partners supporting rural development in Türkiye,**

[66] Türkiye's remote highlands share commonalities with Low-Income Countries and an Upper-Middle-Income-Countries regarding the need for an approach to address structural rural poverty and reducing social inequalities where social groups are in specific large geographies.

namely the World Bank, European Union, and the Japan International Cooperation Agency (see Table A12, Annex X), over the reviewed period 2016-2023. With the Resilient Landscape Integration Project (TULIP), the World Bank provides Türkiye USD 135 million to improve climate resilience and livelihoods for rural communities in river basins to protect 90,000 poor and vulnerable people, half of whom are women, against natural and climate-induced hazards and increase their livelihood opportunities.[67] IFAD's experience in uplands and watershed rehabilitation projects was useful in the design of TULIP. Japan has also been an important partner in Türkiye's watershed rehabilitation activities. It funded the Coruh River Watershed Rehabilitation Project which is contributing to afforestation and soil preservation as well as the improvement of small-scale irrigation and livelihoods by engaging in environmental conservation and regional development.[68]

62. **However, there was no evidence of synergy developed between IFAD's strategy and programme and other rural development programmes.** Coordination and integration between different sources of funding for complementarities in watersheds have not occurred yet. The CSPE found that at the ground level, building synergies was limited by limited efforts to develop collaborative frameworks with actors other than key state institutions. This approach reduced the potential for the consolidation of results and impact. Interviews conducted for the evaluation confirmed that as a result, there was room for the IFAD to be more proactive. Complementarities and synergies with nationwide programmes funded by the GoT were also limited, as many GoT schemes did not necessarily address the needs of IFAD's target group of poor farmers. For example, government matching grant schemes, which limit grants to 20 percent of costs for investment and financing of agricultural investments, were found to be prohibitively expensive for poor farmers.[69]

Contribution to the UN system and international partners' groups

63. Key stakeholders in the UN System acknowledged the regular participation of IFAD's country team in UN meetings and retreats. They also reported that IFAD contributed suggestions and ideas to inter-agency discussions.[70] The active participations were mainly suggestions and ideas, as other UN partners consider IFAD more as an international financial institution due to the government's role in the usage of IFAD's funding, provided as loans, and IFAD's dependence on technical ministries' staff presence in the field for its supported projects' implementation.

64. **IFAD collaborated with FAO and UNDP to carry out studies in cooperation with the MoAF** during the review period (as presented in the Knowledge Management sub-section). It proposed a coordinated response, including policy recommendations and digital solutions (mobile and public block-chain), to bring together suppliers and buyers of agricultural products in the context of social distancing rules.[71] The IFAD Country team has also contributed to the preparation of the National Pathways for Sustainable Food Systems together with other Rome sister agencies. The team also participated in the preparation process of the United

[67] The World Bank (2021). Türkiye Resilient Landscape Integration Project (TULIP). https://documents1.worldbank.org/curated/en/416751623549654112/pdf/Türkiye-Türkiye-Resilient-Landscape-Integration-Project.pdf.
[68] Ministry of Foreign Affairs of Japan (2023). Evaluation of Japan's ODA to Türkiye. https://www.mofa.go.jp/policy/oda/evaluation/FY2022/pdfs/turkey.pdf
[69] The URDP planned to support a Rural Credit Guarantee Facility in cooperation with the Kredi Garanti Fonu. However, this cooperation has now been shelved due to difficulties in identifying a mechanism for MoAF to transfer funds to Kredi Garanti Fonu as well as lack of evidence of demand for credit from the IFAD target group.
[70] Those meeting were mostly virtual since 2020, due to the COVID-19 pandemic.
[71] IFAD (2022). Türkiye COSOP Result Review.

Nations Sustainable Development Cooperation Framework (UNSDCF) in Türkiye for the period 2021-2025.[72]

Internal coherence

Coherence across projects

65. **While portfolio the project designs were coherent and aligned with the objective of rural livelihoods resilience, no project addressed this comprehensively in promoting both economic and ecosystem resilience simultaneously.** The CSPE found that three projects in the Türkiye portfolio focused on post-production activities and deployed VCD and access to markets approaches, while one project (MRWRP) focused more on production segments with an emphasis on natural resource management. For instance, AKADP design focused on economic resilience through commercially-oriented agriculture and supported beneficiaries to profitably engage with existing and emergent markets and did not address natural resource management. The MRWRP design has a strong focus on natural resource management (ecosystem resilience), but its focus on market access (linked to economic resilience) was weak. The GTWDP focused on both aspects, but its approach to natural resource management was not explicit. The URDP design strongly focuses on strengthening economic resilience, but with a weak focus on aspects of natural resource management.

66. **The 2016 COSOP did not emphasise applying a programmatic approach, and this did not facilitate the consolidation of IFAD's support and learning.** While projects in the Türkiye portfolio had upland development, watershed development, and watershed rehabilitation objectives, design documents often lacked clarity on how to ensure cross-cutting coherence and learning related to portfolio objectives. As a result, the geographically dispersed projects were implemented with project-specific strategies that did not necessarily seek to build on previous successful results,[73] for the consolidation of results over time.

Interlinkages between loans, grants and SSTC activities

67. The CSPE found that the country programme did not use grant windows to enhance the effectiveness of the loan-financed activities and non-lending activities.[74] The COSOP foresaw using approximately US$1 million from the 2016-2018 performance-based allocation system (PBAS) allocation to support non-lending activities and South-South and triangular cooperation (SSTC) in Türkiye. The grant was used mainly to support SSTC activities through the GTWDP and URDP under the GDAR. The CSPE found that while some output results were obtained, but these results did not directly support the country programme effectiveness.[75]

68. Few other SSTC activities were implemented with the regional grant-funded project "South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security" which targeted eight participating countries (Algeria,

[72] A partnership for sustainable development between the Government of the Republic of Türkiye and The United Nations System in Türkiye. See https://turkiye.un.org/en
[73] For instance, land degradation being one factor that threatens the function of watersheds. Where these projects operate, key solutions (in terms of rehabilitation of degraded land, better natural resources, and watershed management) could have been addressed holistically as a programmatic cross-cutting approach, instead of being linked to each project design. This would have required an in-depth analytical study during the COSOP design stage.
[74] The 2016 COSOP review report mentioned small proportion of grants directly embedded in the loan financing for MRWRP (USD430,000), GTWDP and URDP. The PCR of AKADP indicates a nil grant financing.
[75] Activities implemented to date include supporting the participation of overseas representatives (Kenya, Tajikistan and others) in the Konya Agriculture Fair in 2022 – this was planned to be repeated in 2023, but this could not be repeated due to the crisis instigated by the earthquakes in February 2023. The planned Regional Farmers' Organisations Conference took place on 23 February 2023. There have been project exchange visits with Uzbek Ministry of Forestry and a group of project staff from Morocco visited Türkiye to see the experiences of the GTWDP in Konya.

Hungary, Kyrgyzstan, Morocco, Sudan, Tunisia, Türkiye and Uzbekistan).[76] As shown in Box-2, intended outputs were somehow meaningful to the country strategy and programme objectives. However, it appeared that outputs achieved with activities carried out did not translate into concrete outcomes. The grant allowed participants to be exposed to and to learn from Turkish experience in agricultural development and to the signing of Memoranda of Understanding, but effective partnership results did not follow, because the signatory entities in the other countries (than Türkiye) were less prominently engaged.

Box 2
SSTC grant for Agricultural Development and Enhanced Food Security

The project worked on three components: (i) Practical transfer of innovative solutions and technologies; (ii) Creating a more favourable policy and institutional environment for the scaling of successful solutions; and (iii) Facilitating South-South knowledge exchange. The completion report of the project mentions that partnerships at various levels have been established in the course of the initiative, and it also led to additional, unexpected results such as the signing of eight Memoranda of Understanding between different institutions, thirteen joint research and training programmes and the inclusion of South-South cooperation in government documents beyond the thematic scope of the initiative.[77]

Source: Completion report, South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security.

Learning of lessons from previous interventions

69. Desk review results showed that **portfolio projects made efforts to apply lessons learned from previous interventions into new designs.** For instance, at the time of the design of the AKADP, constraints (such as bureaucratic procedures, slow rates of disbursement), and difficulties in maintaining the flow of funds led to the need for simplicity and adjustment to socioeconomic conditions, procedures for the procurement of goods and services, the need for institutional responsibility for implementation and follow-up, and assistance to implementing parties leading to a partnership with UNDP. The design of the GTWDP took into account previous learning that it takes more than one project period to develop and sustain new processes and skills to change entrenched patterns of livelihood. The design of the URDP addressed past experiences with GoT and the Central Programme Management Unit, which bolstered confidence in the integrity and effectiveness of using national systems and procedures that can both induce cost savings and, more importantly, develop and retain capacity within the Central Programme Management Unit.

70. The evaluation team found a case where lessons learned from prior portfolio projects were not sufficiently applied in the field. For instance, in the area of natural resource management, there has been no exchange of experience between the GTWDP and the MoAF structures that manage the post-project phase of the MRWRP on the linkages between afforestation and rangeland management. Although the GTWDP initiated pasture improvement activities and a process for establishing an animal welfare and health centre in Konya, its design and implementation lacked approaches to reforestation as well as soil and water conservation, and support for rangeland users to enhance land rehabilitation through the introduction of trees.

Knowledge management (KM)

71. The 2016 COSOP outlined under KM two specific products: (i) a thematic study on sustainable development and poverty alleviation in mountainous ecosystems and

[76] The total budget was USD 2,649,243.87, of which USD 1,800,000 of IFAD contribution, USD 200,000 from the IsDB and USD 649,243.87 as co-financing from UNOSSC and other beneficiary countries.
[77] IFAD (2020). South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the Near East, North Africa, Europe, and Central Asia Region. Final Report 2015-2019.

will analyse experiences and (ii) assistance to GoT to generate knowledge on the impact of matching grants and subsidies. This was also to follow up on the recommendations made by the CPE that the program should actively generate and share knowledge across its portfolio.

72. **The two studies planned in the 2016 COSOP were not delivered, but other unplanned and important studies were carried out.** The first study was intended to generate lessons from IFAD's support in mountain regions. This study remains still important as it would have been helpful for the definition of an explicit resilience framework. The findings of the second study could have been useful in identifying policy engagement themes with the government. In fact, the 2016 COSOP review highlighted limited evidence of outcomes of knowledge management activities, because the learning potential of project experiences in uplands and from watershed development interventions has not been sufficiently harnessed. However, three other unplanned assessments were carried out in 2021 and 2022. These are: (i) a Deep Dive Assessment of Rural Finance Policy Performance in Türkiye (2021) prepared by the Economist Intelligence Unit; (ii) a rapid impact assessment on the agri-food sector and rural areas conducted with FAO (in 2022),[78] (iii) Empowering rural smallholders in Türkiye through digital marketing and business solutions in Post COVID-19 Period implemented with FAO and UNDP in 2022.[79] There was no evidence, yet at the time of the CSPE conduct,[80] on the usage of knowledge created by those studies to inform processes of decision-making and/or policy change.

73. **There were increased efforts to develop communication products, but there was insufficient progress towards effective knowledge utilisation.** Although most project design reports describe the processes of learning and knowledge management, they do not provide concrete expected KM outputs, beyond communication products. The CSPE noted an increasing effort to collect, document and disseminate communication and information materials on best practices generated by IFAD-supported projects. Similarly, success stories and thematic studies have been shared to display the impact of the project on natural resources. A video shoot conducted by the country office in collaboration with the MRWRP management team was finalized. The country team launched discussions with Turkish Airlines to display the video on the company's flights. Additionally, the Country Office issues a newsletter periodically that consolidates and communicates knowledge on IFAD's work in Türkiye and in the entire sub-region. Progress in capturing and disseminating knowledge varied between projects, with greater results observed with the more recent projects.[81] During the field visits, the CSPE team found various brochures published by the three recent projects. However, it is not clear the extent to which all these knowledge products generated were converted into lessons learned for informed decisions within and beyond the program.

Partnership-building

74. **The strategic partnership with the Government was satisfactory,** through the Ministry of Treasury and Finance, the PSB, and the MoAF. The latter is the strategic technical Ministry, while the other institutions are in charge of approving/signing the loan agreements and ensuring the alignment with national strategies and plans respectively. All strategic actors interviewed expressed to the

[78] https://www.undp.org/turkiye/publications/covid-19-rapid-impact-assessment-agri-food-sector-and-rural-areas-Türkiye.
[79] https://www.undp.org/turkiye/publications/%E2%80%9Cempowering-rural-smallholders-Türkiye-through-digital-marketing-and-business-solutions-post-covid-19-period%E2%80%9D-report
[80] May be early, as such a process may take longer time.
[81] The GTWRP, MRWDP and URDP produce bulletins, press releases and news which are publicized on provincial directorates' web portals and social media sites. AKADP produced knowledge materials in livestock and horticulture production.

CSPE team their great appreciation of the quality of the relationship between IFAD and key GoT institutions. The partnership with the Turkish Cooperation and Coordination Agency has not yet materialized in relation to SSTC activities.[82]

75. **The good strategic partnership at the central level has been well translated into operational partnerships at the provincial level,** as the MoAF decentralised directorates have been playing critical roles in the implementation of projects. The CSPE found that a key success factor was the continuous engagement through the MoAF General Directorates, and provincial and district bodies and staff. In a few cases, there was good collaboration developed with Regional Development Administrations,[83] and with the provincial administrations and local municipalities, for instance, in the context of the GTWDP implementation.[84]

76. **Strong partnerships with "a wider range of actors" as envisaged in the 2016 COSOP did not materialise.** Apart from the provincial MoAF directorates and other regional / provincial administrations, there were limited operational partnerships as for instance: with research centres, universities, farmers' organisations, and NGOs.[85] Moreover, partnerships with regional development agencies,[86] which are also key national players for projects' funding and implementation, have not been systematic.

77. **The CSPE found no evidence of co-financing partnerships with other international players,** as recommended by the 2016 CPE.[87] At the time of the CSPE, a Project Identification Note has been developed for Global Environment Facility-8 financing, titled "Towards Land Degradation Neutrality Using Nature-based Solutions in the Catchments of the Euphrates Watershed".[88] IFAD has been exploring options for co-financing partnerships with other international financial institutions. It has identified the Islamic Development Bank for co-funding a future project. Supplementary funding from the Global Environment Facility has also been identified for that project.

78. **Strong partnerships with private actors did not materialize over the evaluated period.** The COSOP mentions that private investments in upland rural areas will be stimulated by linking buyers to producers, and by creating links with commercial banks, thereby facilitating the emergence of public-private partnerships. Evidence gathered from the GTWDP and URDP implementation suggests that the increase of supports to local farmers' organizations (cooperatives and their unions) helped them to establish linkages with private sector actors for access to markets, but on a limited scope. An example is the contract farming arrangements (see details under Effectiveness).

[82] The Country Programme Evaluation (2016) stressed the need to strengthen and diversify partnerships in one of its recommendations. To address this recommendation, the 2016 COSOP planned to explore stronger partnerships with various actors, including MoAF, the Ministry in charge of Development, national institutions such as the Turkish Cooperation and Coordination Agency, private actors, community-based organizations, and donors. In terms of potential new national partners, it identified regional development agencies (RDAs).
[83] Cases of Konya and Karaman.
[84] This was especially good for technical preparation, obtaining legal permissions, designing activities, and collaborating to realize investments on the ground. Similar partnerships with local administrations have also been developed by the URDP.
[85] There was an exceptional case with MRWRP, as the OGM has partnered with the Bingöl University to implement several actions (see more details in the sub-section on NRM).
[86] Under the Ministry of Industry and Technology.
[87] The 2016 CPE recommended IFAD seek co-financing with international donors, such as the EU, the WB, and UNDP, and partnering with technical services providers (e.g., FAO).
[88] The project is anticipated to be co-financed with IFAD resources as a scale-up of the MRWRP, focused on addressing the development needs of rural communities where agricultural and rangeland management practices underpin the livelihoods of poor rural farmers and pastoralists in micro-catchments of the Euphrates River.

79. The IFAD Türkiye country team led the private sector working group in the IFAD-NEN region in 2022.[89] The report presents challenges and opportunities for building public-private partnerships based on insights from several countries across the region, but it includes no example from Türkiye.[90] Since then, IFAD has undertaken actions for formal partnerships with private sector actors of the hazelnut value chain. The purpose of these actions has been to enable effective access to stable profitable markets for smallholders (in highland areas). For instance, under the URDP, IFAD signed a Memo of Understanding with Ferrero Group, the second-largest global chocolate producer, to assist selected smallholders in modernizing their production and integrating sustainably into the hazelnut supply chain, with the implementation of climate-smart farming practices and technologies to enhance the sustainable development of the hazelnut value chain. The partnership also aims at empowering farmers and rural communities, to preserve the cultural and physical environment, and enhance resilience to shocks.[91]

Policy engagement

80. Considering policy engagement results foreseen in the 2016 COSOP,[92] **the CSPE found limited evidence of concrete policy change due to the results of IFAD-supported projects.** Policy engagement by the country team was hard to showcase results due to several factors. Knowledge management results were limited and could not support strategic and policy discussions and debates (see knowledge management section). At the same time, interactions with key government partners revolved around projects' implementing issues. There is a very low, if not no, expectation from the MoAF strategic actors that IFAD plays a direct role in policy and strategy formulation; as such IFAD country team is not associated with/invited to debates on policy matters,[93] nor IFAD is pro-active to enable this to happen as its office is located in Istanbul.[94] Finally, in the current rural development context of Türkiye, the emphasis is on cooperatives (oriented to economic goals), but not on community-based farmers organizations to play an advocacy role.

81. At the project level, the MRWRP and URDP have actual or potential of policy influence. A good example is with MRWRP, where OGM developed an integrated micro-catchment plan, its expertise and resources following project results achieved, and this has increased its competencies in mainstreaming livelihood and agricultural aspects into forestry activities. Additionally, positive outcomes and lessons that emerged through MRWRP provided an opportunity to use evidence generated by the project to improve regulations, and guidelines on forest interventions in villages.

82. **Policy engagement initiatives and results were insufficient over the review period overall.** The self-assessment conducted by the ICO (see Box 3 below) concurred with this CSPE finding, and highlighted real challenges faced by the ICO to engage on policy matters, in the context of Türkiye. This finding raises questions about the role IFAD can play in policy matters in an UMIC like Türkiye. Interview

[89] A story-telling exercise that documents past and present engagements, while identifying further entry points and partnership opportunities.
[90] May be because the study team found no interesting example to showcase.
[91] Information Note: MoU between Ferrero and IFAD
https://webapps.ifad.org/members/eb/135/docs/EB-2022-135-INF-5.pdf
[92] Two priority areas for policies identified in Türkiye. "(i) Reinforcing the pro-poor and gender focus in the financing, implementation, and monitoring of government strategies, policies, and investment programmes. In the context of the subsidy system in rural areas, the IFAD will provide technical assistance for analysing and enhancing the efficiency of agricultural support policies, in coordination with partners including the other Rome-based agencies. (ii) Promoting the long-neglected links between the productive poor and markets in the most disadvantaged areas, such as the uplands, through policy engagement and partnership-building. IFAD can help facilitate dialogue among private-sector actors to identify policy and operational challenges and potential solutions." pp.5-6.
[93] For the government representatives interviewed, FAO is already playing that role.
[94] See additional points on the IFAD visibility in the partners' performance section.

outcomes suggest clearly that IFAD has no role to play in this area, according to the government stakeholders, because the national policy framework is already well elaborated and strong, reflecting a narrow view of the IFAD approach to policy engagement.[95] IFAD has participated in the preparation process of the 12th NDP, but the GoT did not task IFAD to play a specific role, beyond the invitations for attending ad hoc meetings (on Food security and safety, Women and development and Impacts of climate change). Thus, IFAD actively contributed to the work of the commission on food security and safety by providing inputs on issues of poor smallholders, the importance of rural development projects and safety net programme for poor people living in rural areas.

83. Field evidence suggests that there is still room for improvement, especially in light of the few results of type "from practices to policy" (presented in the sub-section on scaling up) at the provincial level.[96] This requires prior interactions and discussions with the key government stakeholders to clarify the IFAD's policy engagement framework and scope, and to jointly identify topics/areas where IFAD can contribute, in light of its comparative advantage.[97] Evidence-based policy influence appears to be a useful approach in the Turkish context, therefore enhancing the overall KM and learning mechanisms of the country programme is critical to facilitate achieving policy engagement results.

Box 3
Policy engagement results as self-assessed by the country team

The 2016 COSOP review report mentions (p.7) that IFAD's contribution to policy in Türkiye was "mostly episodic, opportunistic, and not based on a systematic approach and earmarked resources". The self-assessment conducted by the ICO for this evaluation stated (p.10) that, "Government representatives do not emphasise the role of IFAD as a direct adviser on policy formulation and might be resistant to seeing IFAD prominently in that role. Policy advocacy is not seen as an important or perhaps appropriate role of FOs."

The country team piloted for NEN and IFAD, a policy mapping and prioritization, with the Economic Intelligence Unit, taking the examples of eight countries. The deep dive into the Turkish programme has identified five priority points for the agenda for IFAD's policy contribution in Türkiye, and IFAD was assessed to not be strong in any of them. They are rural poverty alleviation, private sector engagement environment and climate change access to rural finance, and gender equality. IFAD is partially strong in the first three.

Source: 2016 COSOP Review report, 2022.

84. **Summary of coherence. The coherence criterion is moderately satisfactory (4).** Türkiye's remote uplands and its approaches of support were coherent and complementary to the GoT programme. However, there was no synergy developed with other international partners in working on the same themes and the learning of lessons was insufficient.

85. **Knowledge management is rated (4), while partnership building and policy engagement are rated each moderately unsatisfactory (3).** Three important knowledge products (namely studies) have been delivered with IFAD's contribution, even if not initially planned, and there were increasing efforts to document and disseminate projects results. However there was insufficient progress regarding the

[95] Country-level policy engagement can be seen as a process in which IFAD can collaborate, directly and indirectly, with partner governments and other country-level stakeholders to influence policy priorities or the design, implementation and assessment of formal policies that shape the opportunities for inclusive and sustainable rural transformation.
[96] Evidence-based policy influence is critical in the context like in Türkiye.
[97] The 2017 Evaluation Synthesis on IFAD's Country-Level Policy Dialogue, conducted by IOE, provide good practices, success factors and challenges of IFAD's work on such a critical topic but difficult to achieve in UMIC countries. The report provides examples of results achieved at Regional and/or States levels in those contexts. It also concludes by highlighting that policy dialogue as a main drivers for scaling up.

usage of knowledge created for informed decision making. Related to partnership building, there were strong and effective partnerships with government institutions at the central and provincial levels, but the programme has not made sufficient efforts to diversify the partnerships with international players, civil society organizations, farmers' organizations, and research institutions. Concerning policy engagement, IFAD has not delivered the intended results that the 2016 COSOP had foreseen, nor has it been able to effectively influence policy processes at the central level.[98]

C. Effectiveness

86. The effectiveness criterion assesses the extent to which the country strategy and programme achieved or is expected to achieve the intended objectives (at the time of the evaluation), including any unplanned achievements. The ToC reconstructed identified three pathways for achieving the desired impact. They are related to (i) improving crop and animal productivity and production; (ii) increasing the incomes of productive poor farmers; and (iii) enhancing the sustainability and the resilience of uplands' agricultural ecosystems. The first strategic objective of the 2016 COSOP[99] is directly linked to the first two outcomes, while the second objective was linked to the third outcome. This section analyses outputs results achieved by the portfolio projects in lines with each outcome of the ToC, followed by results achieved in relation to youth supports and innovations.

Overall outreach and effective targeting of poor rural people

87. The CSPE estimates the total outreach of the programme to be 116,295 households (59,506 households for AKADP, 20,885 households for MWRWP, 14,232 households for GTWDP, and 21,672 households for URDP) as of December 2022. This represents 72.4 percent of the total target described in project design documents (Table 5). This outreach will surely increase as two projects are still on-going, with URDP having not reached its midterm. Projects in the portfolio reached 202,676 persons (101 percent of design targets), of which 83,708 were women (46.1 percent) and 118,968 were men (59 percent).[100]

[98] The 2016 CPE also rated partnership building and policy engagement insufficient. It made explicit recommendations on the three aspects of non-lending activities.
[99] (i) To enhance market access for productive, poor smallholder farmers, and to mainstream sustainable natural resources management into all aspects of upland agricultural production and (ii) to increase upland climate change resilience.
[100] The COSOP review estimated the outreach to 247,529 direct beneficiaries against a consolidated target of 357,900 persons, accounting for about 69 percent of the targets. From these, 107,520 female beneficiaries were reached representing a share of about 30 percent, which is much below the COSOP target.

Table 5
Project outreach numbers and achievement rates (%)

Projects	Number of persons reached				Number of households reached
	Women	Men	Young	Total	
AKADP	45624 (–)	45625 (–)	–	91249 (274%)	59506 (–)*
MWRWP	23801 (91.1%)	37931 (62.2%)	–	61732 (70.9%)	20885 (136.5%)
GTWDP	11729 (30.5%)	14995 (17.3%)	2755 (78.7%)	26724 (21.3%)	14232 (44.5 %)
URDP	2554 (14.2%)	20417 (48.6%)	3222 (53.7%)	22971 (38.3%)	21672 (36.1%)
Total	83708 (46.1%)	118968 (59%)	5977 (32.1%)	202676 (66.3%)	116295 -

Source: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 Supervision report for URDP
(): are achievement rates = achieved or actual number / target objective at design. (*) No target set for AKADP.

88. As elaborated earlier (in the relevance section), **the effectiveness of outreach to poor people was low for economic activities that require owning productive resources.** Evidence corroborates that beneficiaries were "better off" individuals for activities (e.g. greenhouses, orchards production, and processing equipment) that require the beneficiary to own productive assets or funds before engaging. Therefore, better-off community members were directly targeted by PMU staff to kick-off the activities, to serve as demonstration cases, and to encourage other individuals or households to participate in project activities. There was also an expectation of trickle-down benefits to poorer farmer,[101] but this materialised to a limited extent, according to evidence gathered by the CSPE team. Better off farmers were found across the entire portfolio. For instance, in the MRWRP, the evaluation team met in Garip Village (Bingöl District), a "better off" individual that benefited from a matching grant to produce and package lavender; this would have had subsequent direct benefits for poorer farmers in the community, but it did not happen as planned. In the AKADP, the 2020 PPE report mentions that the project had to adjust the targeting approach after the mid-term review, as investments mostly benefitted better-off farmers. In the GTWDP, the core target group consisted of farmers with marginal and adequate surplus, as well as farmers with production surpluses for marketing. This led to remove the financial contribution to be provided by poor people before accessing the project support.

Outcome: Agricultural productivity and production

89. All projects supported activities to varying degrees that aimed to increase agricultural production. Table 6 presents the main output results. For instance, the country programme introduced new forage crops (Triticale and Hungarian Vetch) and promoted forage cropping (66.6 percent achieved), constructed or rehabilitated 473 barns (76 percent achieved), built 225 km of pasture roads, established 1677 livestock water points (357 percent overachieved), and 10839 farmers were trained on various production practices and/or technologies (only 13.2 achievement rate). All realizations to support productivity and production in the country represent on average 77.4 per cent of the planned targets.

90. **Investments to improve crop and animal systems have contributed to increasing agricultural productivity and production.** For instance with AKADP, the introduction of drip irrigation reached 62 percent of beneficiary farmers who switched to drip irrigation, exceeding the project target of 25 per cent. Roads constructed by the same project (Table 6) allowed better access to pastureland and

[101] As they were expected to serve as aggregators and demonstrations to support adoption by poorer farmers.

hence better nutrition for the cattle, thus increasing animal productivity, while reducing the amount of feed provided to cattle. As a result, smallholders reduced costs related to raising cattle and were more disposed to invest in better breeds of cattle.[102] It appeared that activities to support improved barn building for cattle had low participation due to the lack of demand stemming from the high cost of barns, and the ambiguous value addition. None of the milk collection centres were functioning after the project ended. The MRWRP contributed to the increase in productivity and production through training in production technologies, improvement in forage crop production, improvement in livestock facilities, and the development of small-scale irrigation. Field observations and interviews by the CSPE team corroborate reasonable increases in production, due to livestock stables, orchards established, greenhouses built and training delivered, as well as a better water management due to the drip and canal irrigation investments.[103]

[102] AKADP-PPE
[103] The RIA impact assessment (2023) found that the total value of production was similar between beneficiary and comparison households, indicating MRWRP had limited added value for smallholder production.

Table 6
Project output indicators achieved (by 12/2022) – contributing to increased agricultural productivity and production

Sub-Outputs	Projects indicators	AKADP	MWRWP	GTWDP	URDP	Total
Improved livestock husbandry practices and horticultural practices	Number of hectares of farmland planted with forage crops	–	931 (66.7%)	–	–	931 (66.7%)
	Number of greenhouses promoted	236 (323%)	200 (27%)	188 (83.6%)	17 (9.7%)	641 (52.8%)
	Number of hectares of farmland planted with new orchards	–	633 (127.4)	–	–	633 (127.4%)
	Number of hectares of farmland under water-related infrastructure constructed/rehabilitated	–	1319 (110.8%)	42.9 (3.2%)	–	1361.9 (54.0%)
	Milk collection centres constructed	4 (57%)	–	–	2 (40%)	6 (50%)
	Forage crops introduced (Triticale and Hungarian Vetch and maize)	2 (–)	–	–	–	2 (–)
	Number of livestock barns constructed/rehabilitated	11 (57.9%)	462 (76.5%)	–	–	473 (75.9%)
Rehabilitated pasture roads and livestock facilities	Pastures roads (Km)	225 (225%)	–	–	–	225 (225%)
	Roads constructed, rehabilitated, or upgraded	–	–	39 (100%)	–	39 (100%)
	Livestock water points constructed / rehabilitated	98 (82%)	1579 (385.1%)	–	–	1677 (356.8%)
Farmers trained in production practices and / or technologies	Farmers trained in production practices and/or technologies	1584 (57.6%)	2506 (46.9%)	5720 (9.5%)	1029 (7.4%)	10839 (13.2%)

Source: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 Supervision report for URDP
In () are the achievement rate: achieved or actual number / target objective at design.

91. With GTWDP, the promoted greenhouses for vegetable and mushroom production have increased productivity compared to before by about 2-3 times. According to farmers met by the CSPE team, greenhouses have significant positive returns on the investments. With the URDP, it is early to appreciate its results for productivity enhancement, but as per data in Table 6, there was a low achievement rate for trainings of farmers in production practices and technologies (13.2 percent at end of December 2022), partially due to the COVID-19 pandemic that negatively impacted on GTWDP and URDP.[104] These two projects were also affected by the rising inflation linked to the depreciation of Turkish Lira (see efficiency section).

Outcome: Smallholder farmers' incomes

92. The country programme aimed to contribute to increasing poor smallholder farmers' incomes (outcome) by supporting the promotion of: (i) processing and marketing of agricultural products, (ii) participation of beneficiaries in pro-poor value chain activities, (iii) access of poor farmers to markets, and (iv) diversification of economic activities. Evidence suggests moderate results were achieved under this outcome. Table 7 compiles the main outputs results, at the time of the evaluation; all achievements to support post-production and access to markets in the intervention areas represent on average 77.8 per cent of the planned targets.[105]

[104] The rates of achievement for the two completed projects (AKADP and MWRWP) were also average (57.6 percent and 46.9 percent respectively) for training activities.
[105] This average rate seems high, and this is mainly driven by the overachievement rate of 300% obtained with the construction of livestock markets (under AKADP where 4 additional livestock markets were constructed on the request of the government).

93. **Support for VCD activities for processing and marketing of agricultural products (crop and animal production related), as well as for access of poor farmers to markets led to very modest outcomes.** Achievements related to markets and processing facilities supported (as shown in Table 7) are relatively modest (7 livestock markets, 4 milk collection centres, and 3 of-farm employment facilities constructed or rehabilitated). Seemingly, 4 milk collection centres were established with the AKADP support, but they could not function by the end of the project period and after, as confirmed through interviews conducted by the CSPE team. According to the AKADP-PPE report, the project did not build on the strength of the traditional arrangements that dairy producers had with the private milk collectors, which allowed suppliers to receive six months of milk provided in advance in cash, and a lower unit sale price.[106] Learning from that experience, the current on-going projects invested in improving some already existing milk collection centres.

Table 7
Project output indicators achieved (by 12/2022) contributing to the increase of farmers' incomes

Sub-Outputs	Projects indicators	AKADP	MWRWP	GTWDP	URDP	Total
Market, processing, or storage facilities constructed or rehabilitated	Market, processing, or storage facilities constructed or rehabilitated.	7 (117%)	–	2 (25%)	4 (-)	13 (64.3%)
	Processing facilities constructed/rehabilitated	4 (57%)	–	–	–	4 (57%)
Cluster multi-stakeholder platforms established	Number of MSPs established and functional	–	–		22 (27.5%)	22 (27.5%)
	Rural producers' organizations (cooperatives) supported	–	–	15 (70%)		15 (70%)
	Number of products branded based on geographical origin	–	–	–	0 (0%)	0 (0%)
Partnerships with private-sector actors	New partnerships established with financial sector actors (mainly private banks)	–	–	–	0 (0%)	0 (0%)
	Number of persons in rural areas trained in financial literacy and/or use of financial products and services	–	–	–	62 (1.9%)	62 (1.9%)
Non-farm and farm employment promoted	Persons trained in income-generating activities or business management	–	–	44	–	44 (0.4%)
	Supporting off-farm employment (Processing facilities constructed/rehabilitated)	3 (–)	–	–	–	3 (–)

Source: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 Supervision report for URDP
(): Achievement rate = achieved or actual number / target objective at design.

94. With the GTWDP, there were very modest achievements at the time of the evaluation.[107] It supported the development of new agricultural production clusters through over 150 matching grant investments, strengthened 15 farmers' organisations (cooperatives, and their business plans), and supported greater participation of private actors in contract farming arrangements and retail buying at the farm gate for vegetables produced in greenhouses.[108] The CSPE team interviewed two private actors who are buyers of the honey produced by the cooperative of Bozkir (Konya province) and found that they are primary small

[106] Consequently, the associations that took over the administration of the milk collection in Benliahmet (Kars) and Ardahan could not compete with the traditional arrangements, and these centres could not become functional.
[107] After 6 years of implementation with 2 under the COVID-19 pandemic.
[108] In Karaman, the project initiated a partnership between a private-sector textile manufacturer and a group of very poor women who received sewing machines from the project. In Konya province, the project supported 15 progressive farmers to conduct on-farm demonstrations for sage production; it also brokered contract farming partnerships between the beneficiaries and an agribusiness involved in sage processing and exporting.

buyers with linkages with other bigger private entities. URDP established 22 multi-stakeholders platforms (MSP) 27.5 percent achievement rate.[109] These MSP were found useful by interviewed stakeholders to enabling the participation of various social actors (representatives of cooperatives, chambers of commerce, municipalities and private actors) in VCD activities. Nevertheless, evidence was lacking on the magnitude of effective access to markets by smallholders due to those actions.

95. **Evidence suggests that projects have made a positive contribution to improving smallholder income levels through support for economic diversification, and livestock production.** The CSPE found that greenhouses for mushrooms and vegetables production contributed to income generation. However, investments in greenhouses were often unaffordable to poorer farmers even with matching grants and reached a limited number of poor households. Support for livestock production and marketing as part of the AKADP and MRWRP (forage cultivation, livestock productivity enhancement, pasture roads and especially livestock markets) have helped poor farmers to improve their incomes. An assessment conducted by RIA for the MWRDP found that the total gross income of farmers was largely driven by income from livestock activities, and the beneficiary household's income was higher than for the comparison households (see Impact Section). Field observations by the evaluation team corroborates the positive contribution of livestock activities as presented in Box 4.

Box 4
Field testimonies of positive contribution of animal production

Interviewed beneficiaries of MRWRP in Bingöl District reported that improved rangeland productivity had led to increased income from animal production, and enabled beneficiary households to pay for their children's education. Previously, children of beneficiaries were not studying beyond primary school (up to 4th grade) and would work with their parents on the rangelands.

Source: Field data collected by the CSP team.

Outcome: Resilient agricultural ecosystems in upland areas

96. Country programme supports to sustaining and strengthening the resilience of agricultural ecosystems in upland areas, went through various interventions that enhanced natural resources management and climate change adaptation, namely in promoting several climate-smart practices (including soil conservation and restoration). Output results to that effect are presented in Table 8.

Table 8
Project output indicators achieved (12/2022) contributing to sustained and resilient agricultural ecosystems.

Sub-Outputs	Projects indicators	AKADP	MWRWP	GTWDP	URDP	Total
Climate-resilient practices including soil conservation	Number of hectares of land brought under climate-resilient management	–	37219 (124.1%)	1512 (12.9%)	664 (79.6%)	39395 (92.5%)
	Number of people trained in NRM (including government people)	–	4012 (23.2%)	–	–	4012 (23.2%)
	Individuals engaged in NRM and climate risk management activities	–	–	0 (0%)	–	0 (0%)
	Number of MCPs, covering the 3 provinces, approved	–	36 (100%)	–	–	36 (100%)
Access to climate change-related technologies	Number of persons accessing technologies that sequester carbon or reduce greenhouse gas emissions	–	18173 (133.2%)	0 0%	–	18173 (87.2%)
Forest and rangeland rehabilitated	Number of public nurseries Improved/rehabilitated	–	2 (100%)	–	–	2 (100%)

[109] An average greenhouse cost US$9,066, while orchards cost an average of US$7,081 (PPE-AKADP)

Energy-saving practices promoted	Number of persons accessing technologies that sequester carbon or reduce greenhouse gas emissions	–	18173 (133.2%)	–	–	18173 (133.2%)

Source: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 Supervision report for URDP
(): Achievement rate = achieved or actual number / target objective at design.

97. **Support contributed to strengthen absorptive and adaptive capacities that improved the resilience of beneficiary households.** Numerous programme actions presented in Table 8, especially through the MRWRP interventions (with several overachieved results), were determinant to improving the resilience to climate shocks. The project focused on actions that support enhanced natural resource management through the landscape approach and on improving the hydrological functioning of the forested micro-catchments. As reflected with data in Table 7, GTWDP and URDP did not include explicit outputs on the resilience of ecosystems; but they did support specific actions to that end. For instance, GTWDP supported actions – such as the introduction of renewable sources of energy, water harvesting and water-saving technologies, promoting bee-keeping and smart hives, improved livestock rearing technologies, and improvement of rangelands – which were relevant to climate change adaptation and mitigation, as well as for the resilience of ecosystems. Similarly, URDP supported activities – such as irrigation channel modernization, the establishment of irrigation facilities with solar systems, the delivery of portable solar-powered systems for beekeepers – which were useful as climate change adaptation and mitigation measures in the interventions areas. Finally, it appeared overall that the programme did not invest in the emergence of grassroots organisations that can take active responsibility for managing those rehabilitated degraded rangelands (see more details in the sustainability section).[110]

Empowerment of young men and young women

98. While support for youth was identified as a key theme of the country programme, the evaluation found that projects did not consistently target youth or develop youth-specific interventions. The project designs described challenges faced by rural youth in Türkiye, but they did not consistently develop youth targeting strategies. Only the two ongoing projects (GTWDP and URDP), developed under the 2016 COSOP, explicitly included youth in the targeting strategy and developed objectives or targets related to youth empowerment. Notably, the other portfolio projects (AKADP and MRWRP) were developed prior to the 2016 COSOP and before youth mainstreaming was introduced at IFAD. The URDP has been classified as a youth-sensitive project and is the only project that included youth empowerment indicators in the logical framework.[111] Youth in these projects were recruited through direct targeting, including the establishment of quotas to support youth participation.

99. **There were gaps at the design and implementation stages of youth support.** The design documents of projects regularly grouped youth with women in gender and targeting strategies, suggesting an implied similarity between the needs and barriers faced by both groups, which is not the case. Furthermore, while youth beneficiaries interviewed reported that project activities were highly relevant to their need for financial support to develop their agricultural activities, it is notable that none of the projects in the portfolio developed activities to address the differential needs and challenges of young men and women in targeted communities. In Kars, Kastamonu and Sinop, female beneficiaries, including young

[110] Indeed, targeted farmers and rangeland users are not structured in cooperatives or other community-based organizations that can take over from the project the services to their members and ensure the sustainability of its achievements. See more details below in the dedicated section on natural resource management and climate change.
[111] This likely reflects the targeting policy that was available at the time of the project design (2008) which provided very minimal focus on youth in targeting guidance.

women, reported that there was a need to develop community-based support for women and young women to increase their confidence and capacity to engage in agricultural activities.

100. **Despite these gaps, activities implemented that targeted youth have produced positive results, albeit modest on employment.** For example, youth beneficiaries of vegetable and mushroom greenhouses supported by the GTWDP reported USD 6,000-USD 10,000 in revenue from plots that were barren before the project. Youth that received sewing machines through a CSR initiative in the GTWDP were able to access income-generating opportunities, however, no tangible evidence of actual income increases from this initiative is available. Training to support the productive capacity of youth included business plan development (URDP),[112] financial literacy training (GTWDP), and infrastructure and equipment upgrades (MRWRP and URDP), livestock production (MRWRP).[113] Youth beneficiaries of the URDP interviewed for the evaluation reported that grants for greenhouse development had helped overcome critical financial barriers to their businesses and had helped them generate increased profits.

101. Youth beneficiaries (male and female) interviewed during the evaluation field visits reported that the projects had contributed to increasing their productivity and income. Youth engaged in greenhouse production in the URDP reported that the support they received contributed to diversifying their income sources, making their incomes more stable and resilient. For interviewed youth beneficiaries who were previously not in education, employment, or training, the projects substantially increased their motivation to participate in the agricultural sector as well as their income-generating opportunities. For interviewed youth beneficiaries already engaged in agricultural activities prior to participating in the projects, the project supported them to overcome barriers to expanding their operations and improve their resilience to financial shocks.[114]

102. **The lack of in-depth analysis of youth issues restricted the effectiveness of support to youth,** in the two completed projects. In the AKADP, there was a low level of participation of youth as a result of the limited relevance of project activities.[115] At the project completion point, it was noted that the project design had insufficient design mechanisms and approaches to encourage youth engagement.[116] For the MRWRP, it was noted that the project did not systematically track youth beneficiaries in the M&E system as it was not a requirement when the project was approved (although there would have been scope to introduce this during implementation).

Innovation

103. The country strategy and programme supported the development of diverse innovations, which contributed to addressing challenges in the agri-food systems. The CSPE found that they were overall useful to address challenges linked to the ecosystem and economic resilience of smallholders in the mountain areas. The

[112] In the URDP, ToT training has identified 22 youths for business plan development mentoring.
[113] Information on the number of youth beneficiaries was not recorded for the AKADP and MRWDP. Among the two projects, youth accounted for slightly more than 10 percent of beneficiaries (2,755 young people or 10.3 percent of beneficiaries in GTWDP, and 3,222 or 14.0 percent of beneficiaries in URDP in 2022).
[114] Field observations and interview outcomes visit indicate that young people in areas targeted by the projects are not motivated to settle down in villages to practice agriculture, if they were not already in, because of traditional farming methods.
[115] IFAD (2018) Ardahan-Kars-Artvin Development Project (AKADP) Project completion report
[116] The PCR found that "mechanisms in design were not sufficiently developed to engage and spread benefits to young people."

innovations, aligned with the definition in IFAD Evaluation Manual,[117] are presented below.

104. **Technologies promoted by the country programme included few that were innovative.** Numerous technologies were introduced and reported as 'innovations' in the project reports. These include drip irrigations, improved fodder crops such as Triticale and Hungarian vetch, and shepherd shelters, grape juice electric extractors, dairy cattle milking machines, seed drillers. The CSPE assessed some of these technologies (e.g. Triticale and Hungarian vetch, seed drillers, improved fodder crops, juice extractors) as innovations in the intervention contexts and/or to beneficiary farmers. As such, the rangeland roads and the cattle-handling facilities constructed were also new in some intervention areas, as not implemented before the project. Interviewed farmers explained that most of those technologies were already applied elsewhere (in the region or the country) but could be introduced to them for the first time due to project support.

105. **Smallholder farmers were able to access income diversification opportunities for the first time as a result of IFAD support.** The CSPE found that some activities (including off-season production and high-value greenhouse vegetable production) were not inherently innovative, but were successfully piloted and validated for the first time in the intervention areas as the result of IFAD projects. These pilot projects validated the relevance and effectiveness of the activities for targeted groups. As a result, these activities can be considered innovative under the IFAD definition. For example, the Ardahan livestock market supported by the AKADP was to offer innovative features and services, and was the first of its kind in Türkiye.

106. **The IFAD supported programme introduced processes or approaches that were innovative at the time of their introduction.** This was the cases of: the integrated bottom-up and market-oriented private sector approach to rural poverty reduction, the participatory process for the preparation of micro-catchment plans, and for managing the irrigation facilities; as well as the cluster and MSP approaches. The latter MSP approach, promoted by URDP and still on-going at the time of the evaluation, was acknowledged by interviewed government stakeholders to be relevant and useful in enabling the participation of various rural actors in the rural development process, which transcends administrative borders.

107. **Summary. The effectiveness and innovation criteria are rated moderately satisfactory.** IFAD's programme contributed to positive outcomes, in relation to increased agricultural productivity and production (in crop and animal production systems), and more resilient agricultural ecosystems in upland areas. However, very modest results were achieved in relation to increasing the incomes of poor farmers through VCD activities and access to markets. With regards to innovations, numerous technologies, practices or processes were introduced and promoted by the programme, but only few of them were confirmed as innovations, which contributed to addressing challenges within the system.

D. Efficiency

108. The efficiency section assesses the extent to which the interventions or strategies delivered, or are likely to deliver, results in an economic and timely manner. The section considers operational efficiency (how well the intervention was managed, including timeliness, business processes), and economic efficiency (conversion of inputs into results as cost-effectively as possible).

[117] As per IFAD Evaluation Manual (2022), innovation refers to the extent to which interventions brought a solution that is novel, with respect to the specific context, time frame and stakeholders with the purpose of improving performance and/or addressing challenge(s) in relation to rural poverty reduction.

Operational efficiency

109. Project start-up times are notably shorter than the regional averages in NEN, despite relatively longer lags to disbursement in the ongoing projects. The projects took half the time from approval to entry into force (3.8 months on average) compared to the regional average (8.6 months) over the same period (2010-2021), as indicated in Table A9, Annex VI. The time lags from entry into force to first disbursement have increased over time, taking 14 months for the most recent project, URDP. This is longer than the Near East, North Africa, Europe, and Central Asia average of 9 months and was caused by the internal restructuring undertaken in MoAF and the budget limitation policy implemented by the GoT at the time to help contain the economic crisis.[118]

110. **Disbursement rates were affected by distinctive project implementation arrangements.**[119] AKADP, GTWDP and URDP (under the GDAR oversight) have had low disbursement rates until the fifth year of implementation, contributing to their classification in various years as potential/actual problem projects,[120] see Figure A5 in Annex X. On the other hand, MRWRP did not faced this situation. The main reasons for slow disbursement in the ongoing projects include restructuring within the MoAF, the GoT's budget limitation policy (also affected the MRWRP),[121] as well as lengthy internal audit procedures and COVID-19 restrictions (also affected MRWRP). The disbursements in the GTWDP were also slow due to delayed recruitment of staff, slow procurement, and processing of the revision to the financing agreement. Tardy disbursement in the AKADP was a result of a lack of staff and staff capacity in the ministry, including at the provincial and district level, and in the PMU and the weak absorption capacity for co-financed IFAD activities in the targeted villages.[122]

111. **Slow disbursement has been the primary reason for the extension of project completion dates,** except for in MRWRP. Projects were extended by roughly two years (AKADP, MRWRP, GTWDP) and four years (URDP).[123] MRWRP is the exception to the rule with the bulk of its extensions resulting from good implementation progress. Due to solid performance in the first half of the project, the Executive Board approved an additional IFAD loan and an extension of over one year to the project completion date, to consolidate existing interventions and expand investments to six new micro-catchments.[124] An additional three-month extension was agreed with IFAD to make up for implementation adversely affected by the earthquake in Elazığ at the beginning of 2020 and the COVID-19 pandemic that restricted capacity-building activities critical for strengthening the management of investments.

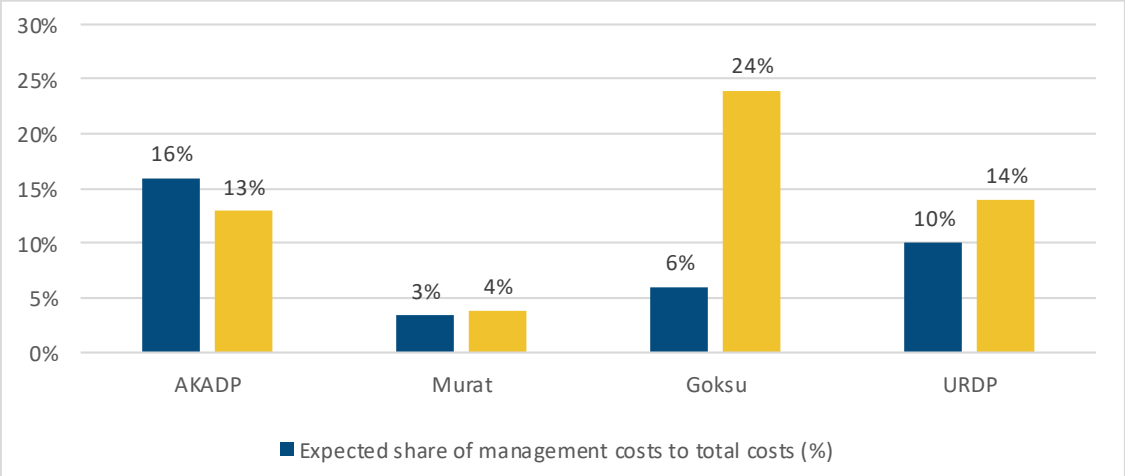
112. Despite extensions, the two closed projects, AKADP and MRWRP disbursed 85 percent and 91 percent of funds, respectively, rather than the full amount.[125] The PPE of the AKADP found 85 percent to be a respectable rate given the poor performance in the first half of the project. The disbursement rate of the first IFAD

[118] As a result, the prerequisites for first disbursement, the procedures for finalizing the AWPB, the financial management system, the M&E system, key staff recruitment and ratifying the MoU with Kredi Garanti Fonu - came to a halt (URDP partial supervision report, 2020)
[119] In line with the two distinct implementation arrangements as presented in the relevance section.
[120] A project is classified as a potential or actual problem project based on the ratings of the two key supervision indicators, which are indicative of disbursement trends: Likelihood of achieving the development objective; overall implementation performance.
[121] For instance, out of the EUR 9 million budget requested by the Lead Agency of URDP to implement the 2019 Annual Work Plan and Budget, only EUR 200 000 (2 percent of the budget needed to unroll the AWPB) was allocated by the budget authority.
[122] IOE, 2020, PPE AKADP
[123] The extension of four years to URDP was due to slow disbursement as well as the request to align the completion and closing dates of the first tranche of financing with the second tranche of financing.
[124] An additional USD 8.2 million was approved by the IFAD Executive Board in December 2018.
[125] MRWRP final disbursement was 88 percent according to the PCR (2023) but 91 percent according to Oracle Business Intelligence

loan for the MRWRP (project years 1 to 6 in Figure A5 in Annex X) was relatively good compared to the rest of the portfolio due in large part to the ownership, stability, and commitment of the PMU, which was confirmed during interviews. Not all funds were disbursed because of the reasons outlined in the paragraph above.

113. **Actual project management costs are close to design estimates and lower or on par with IFAD's standard,** with the current exception of the GTWDP. IFAD's Financial Management and Administration Manual states that recurrent costs (salaries and operating costs) should not exceed 15 percent of total project costs.[126] Figure 2 below shows that this was achieved in both closed projects (AKADP (13 percent) and the MRWRP (4 percent)) as well as the ongoing URDP (14 percent). In contrast, project management costs of the ongoing GTWDP are currently 24 percent - markedly higher than the 6 percent designed from the start. According to the mid-term review and supervision missions, these higher costs were related to structural changes at the MoAF and the need for technical backstopping from UNDP to cover staff vacancies. This latter cost was not foreseen at the design stage despite the same practice being used in previous projects.

Figure 2
Proportion of project management costs to total project costs



Source: Project design reports, project completion reports, MTR, supervision mission.

114. **The project management has generally submitted key reports on time and been responsive to external shocks, but procurement and staffing issues have often hindered operations.** Audit reports and annual work programmes and budgets were largely sent to IFAD on time. External shocks (earthquakes, the COVID-19 pandemic and high inflation and currency depreciation) have slowed down implementation in the ongoing projects, but project management units have been responsive and supported by supervision missions.[127] The main bottlenecks to project management efficiency have been in procurement and staffing for projects under GDAR oversight (AKADP, GTWDP and URDP). UNDP has been a key service provider in recruitment, procurement, and financial management in these projects. The partnership is widely recognised by high-level stakeholders as stable and critical to plugging capacity gaps in the MoAF.

115. However, there have been multiple and important delays in procurement stemming from lengthy procurement processes. The desk review and interviews showed that persistent staffing issues in projects implemented through GDAR from AKADP to

[126] IFAD Financial Management and Administration Manual 2019: https://www.ifad.org/documents/38711624/39804719/Financial+Management+and+Administration+Manual.pdf/a382f28a-f633-437a-a685-fd48d04c0482

[127] For example, the negative impact of a nearly 80 percent depreciation of the Turkish lira put pressure on the procurement of civil works. To overcome this operational challenge, the project management unit in agreement with IFAD, UNDP, and the Government, accepted bidding documents in USD. URDP supervision mission report, November 2022

the present add to delays. See the section on the Performance of GoT for further details.[128]

Economic efficiency

116. **Project costs per beneficiary household are lower at completion and to-date compared to design estimates** (see Table 9). In both the AKADP and MRWRP this can be explained by both lower final total costs and markedly higher numbers of beneficiary households reached than planned. While this could indicate increased efficiency, changes to targeting modalities need to be considered (see relevance section). In the MRWRP, the decrease in total costs can be attributed to the depreciation of the Turkish Lira during the project. The on-going GTWDP has also recorded lower costs per beneficiary household to-date, but this is mainly due to relatively low disbursement levels while half the target households have been reached.

Table 9
Project costs per beneficiary households, planned versus actual

Project	Cost per beneficiary household at design	Cost per beneficiary household at completion*/to-date
AKADP	5 179	1 268*
MRWRP	3 412	2000*
GTWDP	781	625**
URDP	2 252	Not yet available

Source: Project design reports, PPE AKADP, PCR MRWRP, GTWDP December 2022 Supervision Report.

117. **The economic and financial analysis (EFA) showed that both completed projects were economically viable**, AKADP and MRWRP,[129,130] and significant positive returns were confirmed during evaluation field visits. The estimated economic internal rate of return of these projects was significantly higher than the discount rates and significantly higher than the estimates at the project design. The estimated Net Present Values were all positive, demonstrating the benefits of the projects and their economic viability. In the case of AKADP, although all implemented activities were found financially profitable, the main contributions to economic benefits come from the greenhouses, livestock water facilities, and pasture roads. These were confirmed by the PPE and verified by the CSPE field visits.[131] Some beneficiaries of AKADP reported that greenhouses were profitable enough to recoup the cost of investment within three or four years.[132] For MRWRP, the increase in both indicators can be explained by the increase in GoT

[128] The IFAD country team have been trying to find new solutions, but more efforts are still needed to expedite this process in the future, potentially foreseeing the involvement of other UN agencies.
[129] The EFA was updated during the project performance evaluation, and it confirmed the PCR assessment. The updates were based on the 2018 prices of inputs and profitability of outputs, however, the assumptions related to the models could not be verified during the PPE. The EFA showed that the project was likely to result in significant positive returns over a 20-year period. The economic internal rate of return (EIRR) of the project was estimated at 23.4 per cent, which was significantly higher than that estimated by the project design (14.8 per cent). The NPV of the additional benefits brought by the project (at an opportunity cost of capital of 8%) was US$16.5 million (PPE, 2020).
[130] The EFA conducted at project completion showed an overall EIRR of 16.3% with an ENPV estimated at USD 16.4 million discounted at 11.0%. The overall EIRR calculated at design was 8% and the ENPV was USD 8.8 million.
[131] The economic internal rate of return of greenhouses was 135 percent. The economic internal rate of return of the livestock water facility was also very high with a value of 273 percent, followed by the pasture roads with 87 percent. The remaining models used have the economic internal rate of return within the range of 12 percent (for baling machine) and 27 percent (for the Ardahan livestock market) (PPE, 2020).
[132] IOE (2020) PPE AKADP

contribution, the financial reallocations, the fluctuations in the national currency exchange rate, and the additional IFAD loan.[133]

118. **Summary.** The CSPE rates efficiency as moderately satisfactory (4). Available findings suggest an efficient use of IFAD's resources through relatively quick project start-ups and responsive project management units operating at relatively low cost. Low costs per beneficiary household and positive economic internal rates of return also show the country programme has converted inputs into results cost-effectively. However, three out of four projects experienced significant delays and low rates of disbursement leading to the extension of project durations. While some of these were due to external events, persistent delays in procurement processes and staffing issues in project management led to operational inefficiencies.

E. Rural poverty impact

119. The impact criterion assesses the extent to which an intervention and/or country strategy has generated, or is expected to generate significant positive or negative, intended, or unintended higher-level effects. The assessment includes the following domains: (i) changes in incomes, assets, and productive capacities; (ii) changes in social/human capital; (iii) changes in household food security and nutrition; (iv) changes in institutions and policies. For this CSPE, two projects (AKADP and MRWRP) were analysed for impact results achieved, which drew evidence from the documentation available: the end-line survey of the two projects,[134] and the impact assessment of the MRWRP conducted by IFAD Research and Impact Assessment (IFAD-RIA) that used a robust methodology. Additionally, the AKADP PPE report was also a useful source of information.

Income and assets

120. **Livestock activities contributed to moderate positive changes in household incomes.** Robust evidence corroborates the contribution to changes in income through enhancements or improvements of livestock practices (e.g. forage cultivation, pasture road), and facilities (e.g. livestock markets), with the MRWRP. In the case of the AKADP, in the absence of robust (impact assessment) evidence, there are strong indications that enhanced horticultural activities (with greenhouses), improved livestock practices and facilities, and improvements in rural infrastructure contributed to positive changes in income. According to the AKADP PPE report, the increase in net household income resulting from the horticultural support of AKADP amounted to USD 2,011 which surpasses the poverty threshold in Türkiye as of January 2019 (USD 1,232 per month for a household of four). Nonetheless, while this boost would have eradicated poverty for 1.8 percent of the households in the project areas, it is not expected to have a province-wide effect on household income.[135] According to the project end-line survey, the AKADP's impact on livestock practices and infrastructure led to an increase of 5.5 percent in milk yield and income for cattle-owning households in intervention areas; and beneficiaries experienced a 10 percent increase in milk yield per cow, while non-beneficiaries saw a decline of 4 percent.

[133] After the mid-term review, the GoT decided to increase its contribution through the financing of civil works for a total amount of USD 5.1 million (component 2) and financing of complementary investments to the MRWDP's activities for an amount of USD 4 million (both components 2 and 3). Also, there was a reallocation of USD 5.1 million from the civil works category to the goods and equipment category to impact more beneficiaries under the livelihood improvement component (component 3). And in 2019, IFAD provided an additional loan of USD 8.2 million to scale up the MRWRP interventions.
[134] The CSPE found the methodological approach used in these studies not sufficiently robust. For instance, the matching approach used to compare beneficiaries and control groups does not respect the state of the art in terms of matching techniques, and the selection of non-beneficiaries does not consider contamination effects. However, in the absence of other source, evidence was used when acceptable.
[135] Interviews with beneficiaries and field visits during the PPE conduct, along with values reported on logframe indicators, confirmed that the enhancement of livestock practices, facilities, and rural infrastructure improvements contributed to income increase.

121. According to the RIA impact assessment, there was no statistically significant change on the gross total income, even if there was an approximate 10 percent increase for MRWRP beneficiaries' total net income compared to the control households. The increase in total gross income was primarily due to income from livestock activity, which was 63 percent higher in beneficiary households than in control households, confirming once more the positive effects of livestock activities. There was also no significant increase in income from crop or tree farming activities.[136] While the MRWRP impact report did not quantify income from crop and fruit trees, it seems that 85 percent of beneficiary participants reported a significant increase in their crop production area.[137] The report shows **a significant impact on the overall multi-dimensional poverty index score, resulting in a 7 percent reduction in the index**, in the intervention areas.

122. **There were good indications that the IFAD portfolio contributed to a slight increase in household assets and productive capacities.** For instance, in the AKADP, household assets value had appreciated across the three provinces since 2014, exceeding the design target of 20 percent in project districts. However, these increases cannot be entirely attributed to the project due to the low robustness of the end-survey methods (mentioned earlier). The end survey also showed no significant difference in asset values between beneficiaries and the control group. On the other hand, considering the impact assessment findings, the MRWRP had a negligible positive impact (less than 2 percent) on durable and livestock asset ownership, and no difference was found between beneficiaries and non-beneficiaries in terms of productive agricultural assets. According to the MRWRP project completion report, the beneficiaries invested in assets for agriculture and livestock productivity enhancement (such as mechanical ploughs, water pumps for irrigation, hoes for orchard management, electric grape juice extractors and milking machines) and better living conditions (such as energy-saving equipment and household appliances such as refrigerators, televisions, and smartphones) due to the income increase.

Human and social capital empowerment

123. **Overall, the programme contributed to the development of human capital by enhancing beneficiaries' capacities through trainings and education.** The CSPE found that this change was possible due to investments for the development of the capacities of beneficiaries. In the AKADP, trainings and demonstrations to promote agro-technology and productivity, profitability, and sustainability enhancing practices. The AKADP end impact survey results showed that beneficiaries of trainings reported improved milk hygiene and quality, improved barn conditions, increased vaccination and disease management, improved cropping practices and improved planting and pruning methods for orchards. The AKADP PPE reported that 93 percent of the beneficiaries reported that training was useful or had a lasting impact. The MRWRP impact assessment reported that the majority of beneficiaries (69.9 percent) who received training and technical assistance applied and practised the techniques they learned. The same report found that training to support the adoption of improved production technologies was a valuable step for building human and social capital for collective actions to address shared constraints.[138] MCP preparation in the MRWRP also support capacity

[136] Aligned with the impact assessment report. Also, according to the MRWRP PCR, the immediate partial adoption of improved production technologies and access to agricultural inputs is the primary factor that enables productivity and household income growth. The availability of irrigation water in the short term also contributes to incremental gains in productivity and income. The full adoption of improved technologies in the long term is the third factor that enables increased income gains. The report also highlights the positive impact of energy-saving assets on household income through a reduction in energy expenditures.
[137] IFAD (2022). Murat River Watershed Rehabilitation Project – Project Completion Report".
[138] Between 2013 and 2022, beneficiaries received more training in production-related activities, irrigation, and water management, soil management, harvesting techniques, animal, and forestry

development for beneficiaries and allowed them to express their opinions and influence MCP investment priorities.

124. **In relation to strengthened social capital, evidence suggest insufficient results.** The AKADP-PCR explicitly mentioned that the project had no significant impact on social capital.[139] The PCR of MRWRP reported that social capital in targeted communities and villages have been strengthened through the participatory approach and trust building applied in the micro-catchment plan development, along with the technical training provided, resulting in beneficiaries having increased access to essential social and productive services. If the last part of the latter statement confirms the strengthening of human capital, there were insufficient actions deployed to enable effective bonding and bridging social capital (see further details in the sustainability sub-section). In fact, the impact study of MRWRP reported that the project did not have a significant impact on the resilience of households, as beneficiary households have a similar capacity to recover from overall, climate, and non-climate shocks, compared to non-beneficiaries.

Food security and nutrition

125. **The portfolio projects contributed variably to improving food security within households.** The improvement in household food security was possible through the increase in productivity and income. MRWRP had a positive impact on household food security (RIA impact study), evidenced by a decrease in severe forms of food insecurity and higher household dietary diversity scores. In fact, there was a 20 percent drop in the aggregated food insecurity experience scale (FIES), indicating a decrease in severe forms of food insecurity, and by a 2.7 percent higher household dietary diversity score (HDDS) for beneficiaries compared to control households. Such a result indicates that most of the agricultural production resulting from the project was consumed by households rather than sold to the market, as per the impact study report.[140] With the AKADP, evidence was lacking to substantiate its impact on food security. Nevertheless, aligned with the impact pathways in the ToC, the positive outputs achievements (by the two projects) in terms of livestock productivity and production, may have contributed to improving food security, considering that the support reached about 35 percent of households (estimation with the PCRs). However, in relation to crop production, the beneficiaries of greenhouses constituted less than 2 percent of the total population of targeted areas, making it unlikely that their contribution to the increase of productivity and production has had a significant incidence in improving the food security.[141]

126. **With regards to nutrition, evidence of contribution to change was lacking.** As a matter of fact, the programme implemented no specific direct activities to that effect, as the main assumption was that, improving the food security level and increasing the households' incomes will lead to a better nutrition in the households. As per previous elaborations, this assumption appeared to be only partially verified.

Institutions and policies

127. **The programme contributed to mixed impacts on rural institutions and policies.** On public institutions, AKADP strongly reinforced the capacity of provincial directorates, which was translated into higher responsibilities in

management compared to the control group. Beneficiaries benefited more from the training they received and applied the techniques learned.

[139] PCR, p.2.

[140] The PCR also noted that home food processing and storage of dried fruits and nuts (such as apricots, prunes, raisins, and walnuts), and dried vegetables (eggplants, peppers, and tomatoes) during the winter period further contributed to improved food security.

[141] With regard to nutrition, no project had direct and explicit actions focused on health and nutrition.

managing projects.[142] On the other side, the project engaged with the cattle breeder associations in the three project provinces with mixed results. At the end of the project, the majority of those associations were nascent, informal, and require significant further assistance for the provision of required services to their members.

128. Regarding public institutions, the MRWRP strengthened the capacity of regional and provincial directorates for the delivery of veterinary services and technology transfer to farmers, and increased the long-term production capacity of existing public-sector forest nurseries. This enabled them to operate quasi-autonomously. Regarding grassroots organisations, the project built local institutions at micro catchment and village levels, which include small-scale irrigation water users' cooperatives, public fountains users' groups, village bakeries users' groups, rangelands users' groups and beekeeping groups. They were informal organisations constituted at a later project implementation stage and, they could not gain full capacity to provide support services to their members autonomously.[143]

129. Concerning policy, as per elaboration earlier in the section on policy engagement, there were limited results achieved overall. The MRWRP mentioned the following areas where policy engagement could have been undertaken: "(i) strengthening the existing capacity for uplands, agriculture technology development and transfer, and (ii) a support policy for payment of environmental services such as an incentive policy for rehabilitation of rangelands and forest pastures in the form of compensation for the loss of income for rangeland users during the closure periods."[144]

130. **Summary**. **The CSPE rated moderately satisfactory (4) the impact criterion.** Available evidence suggests that projects in the IFAD portfolio had a positive impact on household income. Additionally, an improvement in household food security and nutrition was noted thanks to the increase in agricultural productivity and household income. There were positive impacts on human capital within communities, and for enhancing governmental institutions. However, the impacts were mixed on the improvement in household assets and productive capacities, as well as on strengthening social capital, for example through grassroots institutions.

F. Gender equality and women's empowerment

Gender mainstreaming at the design stage

131. The 2016 COSOP applied IFAD guidance for gender mainstreaming,[145] including providing an overview of poverty and its gender dimensions, profiling key target groups, and identifying targeting and gender issues, strategies, and outcomes.[146] At the project level, design documents consistently provided analyses of poverty, gender, and targeting issues from secondary sources, profiled the target groups, and assessed project thematic areas from a gender perspective. Additionally, all projects identified linkages between target groups and various project components and described the main targeting mechanisms that would be applied to strengthen project outreach.

[142] According to the PCR, five former AKADP PMU staff members became managers of other internationally funded projects in Türkiye. After gaining experience in AKADP, staff in PDAs in Artvin and Kars contributed to their office efforts to write project proposals to the EU.
[143] Mentioned in the PCR.
[144] MRWRP, PCR, p. 17
[145] The 2016 COSOP identifies key challenges and disparities with the themes of gender equality, including social and economic barriers to employment, income disparities, and limited participation in decision-making challenges for women. It noted that the Gender Inequality Index value for Türkiye was 0.359, ranking it 72nd (out of 149 countries) and that women have limited participation in governance and very limited access to and control over resources.
[146] IFAD (2016) Gender mainstreaming in IFAD10.
https://www.ifad.org/documents/38714170/40321309/Gender+mainstreaming+in+IFAD10_e.pdf/8e5a5dd4-29ed-4d18-8c1e-5f36663354c5

132. However, **project design documents often failed to account for context-specific, intersectional needs and challenges experienced in the region(s) where projects were implemented.** None of the projects in the portfolio provided an analysis of how age interacted with gender to impact the needs or challenges of targeted groups, and one project (GTWDP) did not provide an analysis of the differentiated needs of men and women in targeted communities.[147] However, the evaluation found that young women in targeted rural areas face strong pressure to migrate to urban areas in order to find work, attend school, access social spaces and find spouses, while older women in rural areas are more likely to uphold cultural norms that place restrictions on women's participation in agriculture and decision-making. Moreover, gender strategies and action plans were developed and implemented to varying extents, as presented in Box A9 in Annex X. Training to staff and project partners on gender mainstreaming was also not consistently envisaged.

133. Furthermore, project designs did not plan for engagement with male community members to ensure buy-in and approval for women's participation in project activities. As a result, there were challenges reported, especially with older projects, e.g. AKADP, to fully engage women in project activities, as the design failed to adequately account for cultural norms and context-specific needs of female beneficiaries.

Women's outreach and reporting on gender

134. Desk review evidence reveals that projects faced challenges in reaching women at times. The GTWDP and URDP faced periodic challenges to achieve targets for outreach to women.[148] This suggests that gender mainstreaming actions undertaken during the design and implementation of projects (such as positive discrimination during beneficiary selection and targeting strategies), while important, were not sufficient to ensure effective outreach and engagement, aligned with the sociocultural constraints of gender equality. Nonetheless, at the time of the evaluation, the portfolio had reached 83,708 women beneficiaries, representing 46.1 percent of the cumulative target (Table 10), which is significant.

Table 10
Total number of women beneficiaries reached (by December 2022)

Project	Women Outreach (total beneficiaries)	Target	Percent achieved
AKADP	45,624 (91,249)	Not available	Not available
MRWRP	23,801 (61,732)	26,130	91.1%
GTWDP	11,729 (26,724)	38,400	30.5%
URDP	2,554 (22,971)	18,000	14.2%
Total	83,708 (202,676)	82,530	46.1%[149]

Source: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 Supervision report for URDP.

135. All four projects reported monitoring data disaggregated by sex, however, only two projects included GEWE-related indicators in the project design. The MRWRP M&E database maintained a sex-disaggregated tracking system on project beneficiaries by category of intervention. Indicators related to youth and women for all projects were output- rather than outcome-oriented, with a focus on the number or proportion of women and/or youth that participated in activities (for example, the

[147] There was no analysis of how disability interacted with gender issues, but this was not a focus of IFAD at the time of these project designs.
[148] For example, GTWDP reporting found apparent opportunistic behaviour whereby poor households were accessing matching grants through women in households. Supervision reporting for the GTWDP also reported in 2018 that the project had achieved 17% of beneficiaries being women (against a target of 30%). Similarly, the supervision report for the URDP project in 2021 found that out of the target of 9,000 beneficiaries, the number of direct female beneficiaries was only 408. (4% of overall beneficiaries out of the target of 30%).
[149] Includes only projects with set targets (GTWDP, MRWDP and URDP)

number of women who received training, equipment. Outcome indicators were more commonly reported at the household or village level. Few efforts were taken to assess how women are/were impacted by project activities in line with contextual challenges, beyond the outreach numbers.

Women's access to resources, income sources, and their levels

136. **Despite outreach challenges, the projects contributed to positive economic results variably with women beneficiaries.** Some projects reporting increases in employment (AKADP, MRWRP), productivity (URDP), income (GTWDP), and control of assets (MRWRP). Across the projects, activities like greenhouse production, the development of milk collection centres, and the establishment of women's cooperatives had the largest impact on increasing access to resources, income sources, assets, and services for women. These activities increased women's productive capacities, offered opportunities for new income-generating activities, and increased access to markets (AKADP (Production of vegetables in co-greenhouses), GTWDP (Provision of equipment for food processing distribution and greenhouses), MRWRP (employment generation through nurseries), and URDP (value chain development actions).

137. In the URDP, milk collection centres were found to have improved access to markets and provided guaranteed sales that permitted women producers to increase their milk production without risk of waste, enabling women beneficiaries to sell more milk more consistently. As a result, women producers earned more income more consistently with timely payments. In the absence of outcome indicators data, a cooperative representative responsible for the management of the milk collection centres reported that the URDP contributed to increasing women's income from milk production by between 10 percent and 30 percent on average.

138. The AKADP project primarily benefited women who engaged in greenhouse projection. The completion report found that the annual yield in the greenhouses for tomatoes, cucumber, and pepper increased from 1.5 kg/m^2 to 5.6 kg/m^2. This represented a 273 percent increase in productivity, thus contributing to generating income for women. Some women beneficiaries interviewed during field visits by the CSPE team reported that they are now producing vegetables to be sold in the market for the first time (rather than for home consumption only). Other beneficiaries reported that the greenhouses supported by the project allowed them to extend the growing season by two months, allowing them to produce an additional crop and/or increase crop yields each year.

Women's participation and leadership within households and communities

139. **Portfolio projects primarily addressed increasing women's influence in decision-making by promoting the representation of women in decision-making bodies (like cooperatives and multi-stakeholder platforms).** This was done by establishing quotas and applying positive discrimination during selection, establishing safe spaces, and supporting effective participation in such bodies through targeted training for women in leadership skills. The URDP further supported women's participation and leadership skills by promoting twelve women-run cooperatives. Projects in the portfolio deployed a range of activities intended to increase participation and leadership among women. Strategies included training (GTWDP), improving access to employment opportunities (GTWDP), promoting women's inclusion in decision-making (MRWRP), and supporting cooperatives with technical assistance (URDP). These activities were found to contribute to greater inclusion of women in decision-making (a traditionally male sphere) and ensure that the needs and perspectives of women are considered in decision-making processes (see Table A13 in Annex X).

140. **There are indications that projects have contributed to changes in perceptions of women in targeted communities, even if the scale is limited.** For example, participants of women's cooperatives supported by the URDP reported that women-run cooperatives had encouraged women to engage in agricultural activities previously reserved for men (such as driving trucks, tractors, and other agricultural equipment). Women who participated in these activities increased their confidence to engage in other activities and changed their mind-sets about what they were capable of.[150] Women's cooperatives were found to increase women's participation in agricultural and non-agricultural activities (for example, making baklava), and increase their visibility in public life. As a result of the activities and support for women's cooperatives, attitudes are changing towards what roles are acceptable for women. At the same time, the MRWRP increased the participation of women in the development of micro-catchment plans, increasing women's role in decision-making. This contribution was not seen across all projects, however, and in some notably cases, projects failed to account for cultural norms in ways that limited women's engagement.

Equitable workloads

141. **There were anecdotal positive results of project activities that contributed to reducing the workloads of women beneficiaries,** reported by three out of four portfolio projects. The primary activities that contributed to reducing women's workloads related to infrastructure upgrades, mechanization, and technology adoption. For example, women beneficiaries of the AKADP project reported that roads constructed and repaired had improved access to grazing areas by car, reducing the need to do laundry and other chores in grazing areas with no electricity and running water. The impact assessment survey conducted for the MRWRP found that women's workloads have been considerably reduced as a result of the adoption of energy-saving technologies eliminating time spent on collecting wood and the introduction of electric grape juice extractors that reduced drudge work for women. In the URDP project, women beneficiaries using milk collection centres reported that the guarantee of milk sales reduced the leftover milk they were unable to sell and eliminated the need to produce secondary products for home consumption (yoghurt, butter, and cheese) from unsold milk.[151]

Gender transformation perspectives

142. Projects in the portfolio showed awareness of the root causes of gender inequality and discrimination, and prevailing attitudes towards gender roles, norms, and power relations.[152] **Projects in the portfolio primarily responded by adapting to social norms and attitudes, rather than creating opportunities to promote women's social and political influence in communities,** and address power inequities between persons of different genders. This approach included designing project activities to be appropriate for women by hiring staff with gender expertise, considering social norms in the design of activities, and designing activities specifically to increase women's leadership skills and participation in decision-making bodies. Projects responded to cultural norms by working within norms for appropriate agricultural activities for women by targeting sectors where women's engagement is already accepted (such as horticulture and milk production), rather than addressing or attempting to change accepted gender roles. While these strategies were relevant to targeted women where they are, the

[150] Seeing women engaging in typically male activities also made a broader impact on communities. Men and other women in communities were initially shocked but have now broadened their perspectives of what women are capable of and what is acceptable for them to do.
[151] This may affect the household consumption.
[152] Project design documents noted that gender inequalities were prevalent in Türkiye and noted that women face higher rates of unemployment and unpaid labour, while cultural and social norms limit what is deemed appropriate for women.

evaluation found no evidence that this approach has led to gender transformative change in target areas.[153]

143. **Summary.** The CSPE rates the GEWE criterion as **moderately satisfactory (4).** The CSPE found that projects took into account the country context in relation to gender gaps, and achieved positive results in empowering beneficiary women, including increased income and productivity, and increased participation and leadership in decision-making bodies like cooperatives and multi-stakeholder platforms. However, the portfolio projects have at times struggled to reach women and meet targets related to women's participation, often only reported results at the output level or with anecdotal evidence. Overall, despite contextual challenges, progress have been made towards addressing GEWE results; and newer projects have paid greater attention to addressing factors of discrimination ethnicity, age, disabilities as reported in the latest GEWE assessment of URDP and GTWDP.

G. Sustainability of benefits

144. The sustainability criterion assesses the extent to which the net benefits induced by the strategy and programme continue over time and are scaled up (or are likely to continue and scale up) by the GoT or other partners. It includes social-institutional, technical, and economic sustainability aspects. Other specific aspects are (i) scaling up and (ii) environment and natural resources management, and climate change adaptation.

Sustainability of benefits

Socioeconomic sustainability aspects

145. Key players for the socioeconomic sustainability of the project benefits are individual farmers (and their households), cooperatives, and community/user groups. In relation to individuals and households, **evidence shows that by implementing the matching grant approach, project support reached "economically active" farmers who could afford initial investment and maintenance costs** (for instance, for greenhouses and orchards), and could wait long periods for economic returns.[154] In such cases, the sustainability of benefits was ensured due to beneficiaries' financial and economic capacities. This trend was observed across the projects in the portfolio. For instance, in the URDP, beneficiaries who received matching grants to establish walnut orchards were found to be able to bear the costs of the orchards until the walnut trees are productive (estimated to be between five and seven years). Field visits conducted by the CSPE team, as well as project documentation, indicated that beneficiaries' incomes were sufficient to cover costs related to maintenance and repairs of equipment and infrastructure from matching grants. This positive sustainability feature is well aligned with the criticality of those investments to sustain economic livelihoods. Beneficiaries that constructed greenhouses reported that greenhouses generate benefits, and their replacement every five years is possible at a manageable cost, while beneficiaries that constructed barns stated that maintenance costs are low. It was also reported that the farmers have received referrals to the National Agricultural Bank (*Türkiye Cumhuriyeti Ziraat Bankası*) for financial support to cover maintenance costs with credits. However, it was beyond the scope of the evaluation to assess the effectiveness of these referrals.

146. The CSPE found that **supported cooperatives have well-developed strategies for managing and sustaining their operations (including developed strategic and financial plans),** because several cooperative heads manage the

[153] To be transformational, projects need to address the root causes of gender inequalities, including prevailing social norms, attitudes, and behaviours, as well as social systems that reinforce and build norms.
[154] The PPE report of AKADP explicitly highlight this, given the size of the orchards, farming was undertaken with family labour, thus limiting the possibilities of employment generation for poorer.

cooperatives as their own enterprises. They have mechanisms in place (such as informal sources and formal credits) to fund their operations, independently of external support. They have a long history of self-management. For example, the Köy-Koop met by the evaluation team in Kastamonu does not rely on governmental or non-governmental support to maintain its operations. Instead, operations and maintenance are funded by a fee-for-service model. Milk collection centres charge 3 percent of the milk volume received as a fee. This system allows agricultural cooperatives to be financially self-reliant and self-sustaining. As a result, milk collection centres constructed and rehabilitated under the URDP project under cooperative management were found to have a high likelihood of technical and financial sustainability. The same mechanisms applied to other cooperatives met in Konya and Kastamonou.

147. **Conversely, the evaluation found limitations concerning the prospects for the socio-economic sustainability of community-based organisations and user groups.** For instance, the MRWRP worked with a range of small-scale user groups (for irrigation, public fountains, village bakeries, rangelands, and beekeeping) by encouraging their participation in the development of micro-catchment plans through capacity-building and awareness-raising activities and supported them to take on operation and maintenance activities for some project infrastructure and equipment.[155] However, desk review and field evidence suggest that most organisations engaged by the project were informal and required significant support and training to be able to manage their responsibilities as part of the exit strategy of the project.[156] So, while rural grassroots organizations are meant to play a critical role in ensuring the sustainability of investments, in the Turkish context, they often lack the structure and capacity required to be successful in their role. Support to this end is minimal as the institutional / policy framework is less favourable to advocacy oriented community-based organisations, the focus being on economic.

Institutional and technical sustainability

148. **Government agencies appeared solid to ensure the sustainability of benefits.** They include municipal governments and provincial directorates of MoAF, and of OGM, as they are the other main partners of the IFAD supported programme, in addition to the central level. Municipal governments have been assigned responsibility for the operation and maintenance of infrastructure projects including livestock markets (AKADP and URDP), while Provincial and Special Management Units have been assigned with road infrastructure (AKADP), and Provincial Directorates have been assigned natural resource management tasks (MRWRP). Partnerships with government agencies were often a successful strategy for technical and financial sustainability. Evidence corroborates the availability of adequate technical skills within those institutions. For example, livestock markets constructed and renovated as part of the AKADP were found to be well-maintained with management plans in place. In these projects, municipalities are responsible for the maintenance and operation of the livestock markets. Animal health is overseen by the GoT and is ensured through mandatory vaccinations. Constructed and renovated livestock markets are financially supported by municipalities, with some costs offset by a small fee collected from sellers for each animal sold.

149. The CSPE found that all completed projects developed an exit strategy and plan to sustain infrastructure investments, both at the individual and community levels. With MRWRP, the sustainability plan included several protocols signed to that effect as presented in Box 5. In the case of the AKADP, the results sustainability of results

[155] For example, water users' groups expected to be in charge of the maintenance and operation of small-scale irrigation schemes implemented by the project.
[156] Water users' cooperatives for irrigation canals need periodic technical training and coaching by General Directorate of State Hydraulic Works (DSI) in water distribution and water charges recovery systems.

following the completion of the project proved to be mixed. While the livestock market visited for the evaluation was well-maintained, with a designated management team and resources, upland roads visited by the evaluation team were found to be poorly maintained.

Box 5
An example of an exit strategy: case of MRWRP

MRWRP was designed with the objective to sustainably: (i) protect and manage natural resources and the environment through soil erosion control and afforestation; and (ii) improve livelihoods through the creation of income-generating agriculture production and living conditions assets. The GoT prepared a robust exit strategy, approved at the wrap-up/stakeholder workshop that took place on 18 October 2022 in Elazığ. The exit strategy actionable plan is based on: (i) the GoT's confirmation to finance post-project recurrent maintenance activities and scaling up of created natural resources assets; and (ii) implementation partners' commitments, through seven signed protocols, to the sustainability of small-scale irrigation and drinking water facilities, erosion control monitoring and support to agriculture technologies transfer for livelihood improvement. Through the signed protocols stakeholders made some commitments to the exit strategy.

Source: MRWRP – PCR.

150. During the field visits, **the evaluation team observed maintenance challenges**. For instance, roads constructed to reach grazing lands as part of the AKADP were poorly maintained. The choice of construction material (sand) coupled with wet weather conditions (such as rain and snow) led to significant road deterioration. Beneficiaries in a village serviced by the road reported that no maintenance activities have been performed in the five years since construction. Similarly, GTWDP field visits conducted for the CSPE found that conditions at the Yörük Market in Karaman, managed by the local municipality, were poor. There was also deterioration of the pasture roads built, due to heavy machinery used for the transportation of wood, and their maintenance by the provincial technical directorate does not meet the required standards due to lack of financial resources. Additional sustainability challenges were observed with milk collection centres constructed as part of the AKADP, all of which were not functional.[157]

Scaling up

151. **Evidence suggests several positive scaling-up achievements**. With the AKADP, the shepherd shelters and clustering fences, constructed by AKADP in 62 villages, as pilot initiatives were replicated by the Eastern Anatolia Development Programme in other villages. Additionally, it was reported that the provincial agricultural directorates in target areas pursued systematic efforts to promote and scale up some successful innovations. This was the case with forage crops such as Triticale and Hungarian Vetch, showing a good example of "from practice to policy" scaling up results. The AKADP innovations, such as the shepherd shelters and forage crops (Triticale and Hungarian Vetch), were applied by the Ministry of Agriculture and Forestry in other zones and contexts outside the project area,

[157] Attributable primarily to the wrong choice of locations, as they were placed in villages too close to the milk processing industry. It is important to note that the cheese-making tradition in Kars, the target province, primarily relies on using hot milk. This aspect was overlooked in the technical and sociological studies while planning the project. Since both kashar and gruyere, two prominent cheeses of Kars, are produced by boiling hot milk, milk collection centers are only needed strategically near remote pastures and uplands with wandering livestock.
Another factor was the absence of a mechanism for providing advance payment to villagers when they delivered their milk to the milk collection centres. This lack of a mechanism, coupled with the dominance of established milk collection enterprises, which discouraged competition and limited price neGoT iation, contributed to the centres' failure. Lastly, Kars' vast, mountainous, and rural terrain posed challenges in regulating unregistered buying and selling of milk. Unlike the Municipality-run Selim Livestock Market, the milk collection centres struggled to identify a legal entity to run their activities and ensure sustainability.

testifying to the strength of these innovations and the strong government ownership of the AKADP.

152. Aligned with the strong institutional capacity of the OGM, the Mus Provincial Directorate of Agriculture and Forestry established a grant scheme for scaling up the successful pilot strawberry orchards initiative. The GoT, through the OGM confirmed its budget commitment for the recurrent maintenance and scaling up of erosion control and afforestation work for 2023. Global Environment Facility financing has also been identified for scaling up the afforestation and erosion control activities under the land degradation window. Moreover, the scaling up of the small-scale irrigation programme already started with the DSI financing, confirming its long-term commitment to that extent (for instance, with an additional 300 small-scale irrigation schemes for 2023). Finally, the OGM has also replicated the micro-catchment plan approach in several cases, using its own resources, and strengthened its capacities in mainstreaming livelihood and agricultural aspects into its forestry activities.

153. **Scalability features are already present with on-going interventions.** For instance with the GTWDP, activities such as milk hygiene trainings and laboratory analysis were supported by the European Union's Instrument for Pre-Accession Assistance for Rural Development (IPARD) window. The GoT also supported investments in machinery and the German Cooperative and Raiffeisen Confederation (DGRV) is contributing to support the milk industry. The milk collection centre has served as an example for other agencies like the North Anatolian Development Agency (KUZKA) to start activities in another village in Kastamonu and Sinop, and to establish their new milk collection centres.

154. During the field visits the CSPE team found that the demand remains high for the IFAD-supported model of matching grants, especially with regard to greenhouses and barns supported in the AKADP and URDP. However, following the completion of AKADP, no similar grant scheme was available. Similarly, there was also a strong interest in establishing livestock markets in other provinces, but there are no funds to support additional construction under the current economic conditions. Staff interviewed from the AKADP reported that greenhouse activities were first introduced to Kars as a result of the project. Following the success of the IFAD-funded greenhouses, the GoT tried to replicate the project under the DAP. However, due to the decision to change construction materials, greenhouse construction costs increased and farmers in the region were not able to afford the increased costs.

Environment and natural resources management and climate change adaptation

155. This sub-section analyses the extent to which the country strategy and programme contributed to enhancing environmental sustainability and climate change adaptation (CCA) in smallholders' agriculture.

Mainstreaming of NRM and CCA into designs

156. The Social, Environmental and Climate Assessment Procedures (SECAP) were duly performed during the design of the last two projects, the GTWDP and MRWRP and both were assessed to have a risk rating of Category B. This means that the projects were expected to have no more than minor environmental, social or gender risks and impacts.[158] In the case of the AKADP and MRWRP, the IFAD SECAP was not in place when they were designed. Overall, Türkiye has high capacities,

[158] There are sufficient indications in the Supervision Missions Reports that the projects have adopted and implemented measures designed to minimize environmental and social risks and impacts over. For URDP for example, Project review of 2021 advised the project team to familiarize itself with IFAD SECAP guidelines and the IFAD Strategy and Action Plan on Environment and Climate Change for 2019 – 2025 for compliance with the project activities.

including environmental standards and regulations, to reduce the adverse impacts of investments on the environment.

157. Other than the SECAP, **the CSPE found no prior work or assessment in relation to watershed strategic management planning (master plan) and prioritization at a strategic level in the wider watersheds,** where IFAD-supported projects operate. Indeed, this was needed for a large watershed linked to Murat River, which supports the implementation of micro-watershed plans.[159] There was also no baseline landscape level analysis to ascertain the status of natural resources and related use issues and other key aspects.[160] In addition, the PDR did not include in the Logical Framework an output on designing a Monitoring system to monitor the Murat Watershed Management processes. Such a monitoring system is usually an integral part of the Watershed Management Plan. These are critical gaps upstream in the project designs. During the field visits, the evaluation team found that there has been no exchange of experience between the GTWDP and the MoAF structures that manage the post-project phase of the MRWRP on the linkages between afforestation and rangeland management. Although the GTWDP initiated pasture improvement activities and a process for establishing an animal welfare and health centre in Konya, its design and implementation lacked approaches to reforestation as well as soil and water conservation, and support for rangeland users to enhance land rehabilitation through the introduction of trees.

Resilient production systems

158. The main output results on this point were already presented in the effectiveness section. Overall, **evidence suggests that IFAD support for natural resource management yielded positive effects in the targeted highlands.** The results achieved vary across projects, with the MRWRP having a highly explicit focus on environmental sustainability regarding land uses and climate change adaptation.[161] During the field visit, the evaluation observed that the MRWRP effectively supported natural resource management by conducting afforestation and restoring degraded areas in targeted agricultural lands and rangelands.[162] However, it appeared that interventions did not promote an approach to community-based natural resources management. For instance, in the villages visited by the evaluation team in Bingöl and Elazığ,[163] discussions with the beneficiaries suggest that the MRWRP did not invest much to enable the emergence of grassroots institutions that are actively involved and responsible for the rehabilitation of degraded land, as well as their management. So, community-based organizations of farmers and rangeland users are not yet capable to sustain the achievements, as the focus was on public forestry decentralized institutions for maintenance and follow-up.

159. **There was no support to introduce best practices that help maintaining resilient rangelands and ensure a sustainable flow of rangelands, economic goods, and environmental services.** In addition to production on agricultural land, the projects supported production on rehabilitated degraded lands

[159] Watershed management planning should occur at different scales. At a higher level of planning, there should be a master plan based on watershed or sub-watershed assessment and prioritization based on an assessment conducted at the totality of the watershed. Then more detailed planning and implementation can take place at sub-watershed and micro-catchment scales to address socioeconomic and ecological needs at that scale.
[160] E.g., options for biophysical treatments and different land-use options, trade-offs, and cost benefits of potential options)
[161] MRWRP design and implementation have ensured environmental sustainability regarding land uses and climate change adaptation, while the other three projects more focused on inclusive and sustainable value chain development.
[162] The focus of rehabilitation of degraded land has been on afforestation and soil and water conservation works, and the benefits from the investments in soil and water management are mainly environmental. However, there was no focus on rehabilitating degraded rangelands.
[163] Dikme Village (ex. Yelesen Village) and Elazığ Province (ex. Korucu, Sarıkamış and Sarıkamış Villages, and those in Bahçedere Micro-watershed)

to restore their public goods functions. This rehabilitation can be considered a positive project outcome in watershed management. At the wider landscape level, it enhances diversity in land use, thus enhancing households and ecosystem resilience. However, notwithstanding the success in rehabilitating the watershed functions, the project did not seek to strengthen the community climate resilience by enhancing co-benefits to compensate for the lost opportunity of using afforested areas for grazing. This is the case in the site of Yıldızhane Village visited by the Evaluation Team, as presented in Box 6.

Box 6
A case of lost opportunity for afforested area

The upland area was planted in 2021 with well-adapted hardy tree species (such as Cedrus libani, Pinus sylvestris, Pinus nigra, and Quercus laevis) and sound techniques of land preparation aimed at erosion control were successfully used. While this laid the foundations for a process to establish a forest cover that will ensure the restoration of eroded lands and rehabilitation of watershed functions, thereby enhancing their value, the MRWRP did not work with former pastureland users on ways to implement sustainable silvo-pastoral participatory practices that can enhance community climate resilience. In all, the afforested sites as well as the rangeland sites, the evaluation team did not observe any use of approaches to collaborate with target groups to plan pasture management for their rangelands, or silvo-pasture management for afforested areas. It learnt that the project management team did not include a watershed/range management expert.

Source: CSPE team.

160. In the GTWDP target area, where grazing pressure had led to the degradation of pasture rangelands, there is a growing scarcity of fodder grass, and reduced soil fertility, the project has not supported the introduction of resilient rangeland management practices such as rotational grazing. As a result of the increasing range degradation, some of the communities have stopped practising animal husbandry. In other communities, farmers have reduced their cattle and small ruminants by more than half, but the project has not moved to a more integrated management approach. The project limited its focus to small-scale infrastructure in the pasture rangelands, less on rehabilitating the degraded pastures, and enforced rotational grazing schemes.[164]

Effects on the ecosystems

161. **There are no reported negative effects on ecosystems; instead, there is evidence of positive impacts of interventions for the rehabilitation of degraded natural resources.** One of the enabling factors to avoid negative effects is the leadership of the government sectoral partners through the OGM and their skilled personnel. There is evidence of positive impacts resulting from project interventions in upland development and watershed rehabilitation, as supported by the GIS data analysed by the CSPE (see Photo 1 below and more details in Annex XI). For instance, in the framework of the MRWRP, an impact assessment conducted by Bingöl University in cooperation with the IFAD Research and Impact Assessment (RIA) Division, reported several positive impacts, including a reduction of soil loss from erosion, by control interventions over 21,845 ha, estimated to be 16,500 tons of topsoil annually, and an increase in vegetation cover by 31.5 percent from afforestation, erosion control and forest rehabilitation.[165] The CSPE team visited a geologically unstable area where the project conducted gully control.

[164] IFAD (2018). Türkiye: Göksu Taşeli Watershed Development Project Mid-term Review.
[165] OGM signed an Agreement with Bingöl University to put in place observation plots in Çapakçur Micro-watershed. The area covered by the observations is about 10,675 ha, where soil degradation was caused by overgrazing. A university scientist who did his Ph.D. research on these observations told the Evaluation team that there had been a 24 percent reduction in soil loss compared to the planned 20 percent.

It found the partnership between Bingöl University and OGM to implement a system to monitor the effect of soil and water conservation measures successful.

Photo 1
Impact on natural resources: before and after of soil conservation activities in Bingöl Province

2012 (before project implementation) 2022 (after project implementation)

Source: GIS data analysis by the CSPE team (see more details in Annex XI).

162. Notwithstanding these positive results, it is important to underscore that undertaking monitoring activities started relatively late during the project implementation and were conducted at a too-limited scale to give scalable use of the information that will be provided. The evaluation team also found that only one micro-watershed is observed, and the results cannot be generalized over the 36 micro-watersheds covered by the projects.[166]

Climate change adaptation of smallholder farmers

163. **The country programme support was useful to boost agricultural productivity and production; and also contributed to increasing resilience to climate change,** through increased access to advisory services, technical skills, knowledge, production inputs, improved farming practices and irrigation technologies. A good example is provided by the MRWRP, which was designed before climate change adaptation was mainstreamed in IFAD project designs. However several of its activities contributed to CCA.[167] These contributions include reduced pressure on forests as a source of firewood through house insulation, use of energy-efficient stoves and solar water heaters, new streams of income from crop diversification and improved production technologies (cattle barns, greenhouses, drip irrigation, improved cereal seeds. One good example of an effective CCA action is the use of solar energy (with solar panels installed on the rooftops) to supply energy to households in rural remote areas, which has a significant positive impact on climate change adaptation (but also on mitigation), as presented in Box 7.

[166] The monitoring being conducted should also have been part of a master watershed management plan, which the CSPE found lacking.
[167] The November 2019 Supervision Mission rightly reported that although climate change adaptation was not a core project objective, more than half of the project interventions directly contribute to enhanced climate change adaptation capacity of the beneficiaries.

Box 7
Usage of solar energy for multi-purpose to enhance adaptation to climate change

The evaluation team found a high uptake of this support as an example of how access to solar energy is enhancing climate change adaptation and improving wellbeing at the household level. In one visited village (in Bahçedere micro-watershed area), interviewed households mentioned the key positive change for them: in addition to improved roofing of their homes, insulation stabilized the temperature inside, thus decreasing the dependence on firewood. Women said that access to solar thermal systems as a source energy allowed them to gain time to heat water compared to firewood heating, and to make juices for home consumption or for sale.

Source: CSPE team elaboration.

164. **All four projects supported the diversification of economic opportunities, which were also critical in CCA strategies.**[168] Especially related to the AKADP, its project completion report noted that the project has helped farmers improve their resilience to climate shocks through investments in a variety of more resilient fodder crops and greenhouses and improved livestock housing. This is confirmed by the PPE that found the actions of the project to strengthen the CCA practices of smallholders satisfactory, even though it did not have this explicit intent or analysis at design. Overall, the country programme contributed to enhancing the resilience strategies of smallholder farmers in the targeted areas by supporting the development of absorptive and adaptive capacities, as presented in Box A10, Annex X.

165. **Summary. Sustainability and scaling up are rated as moderately satisfactory (4).** While all projects in the Türkiye portfolio showed clear sustainability and exit strategies, projects in the portfolio primarily rely on government agency partners for technical and financial sustainability. Additionally, the portfolio demonstrated scalable elements, such as greenhouses and solar energy with sustained benefits at the individual beneficiary level. Project results have also been scaled mainly at the provincial level, and the CSPE found the government institutional arrangements to be positive for technical and financial sustainability. However, there was an insufficient focus to ensure socio-institutional sustainability at the grassroots level, despite interest among some project beneficiaries. Moreover, in several cases, the scalability was not successful as a result of a lack of follow-up programmes and opportunities.

166. **Natural resources management and climate change adaptation are rated as moderately satisfactory (4).** The country programme overall paid high attention to natural resources management, rehabilitation of degraded lands, and climate change adaptation, but achieved results varied widely according to projects, the MRWRP having had the highest achievements to that extent. The latter project made significant contributions in restoring degraded lands, managing natural resources in upland areas, and watershed management to benefit poor people inclusively and to enhance their resilience to climate change. However, the project's design did not benefit from a master watershed management plan and only targeted the micro-basin level.

H. Overall country strategy achievement

167. The 2016 COSOP intended to enhance market access for productive, poor smallholder farmers, sustain the management of natural resources in the upland agricultural production system, and increase their climate change resilience. This would ultimately contribute to the inclusive improvement of rural livelihoods in the target areas. Aligned with the evidence gathered, as presented in the previous sections, **the overall country strategy and programme achievement has been moderate.** Outcomes linked to sustainable natural resources management

[168] See details in the effectiveness section.

and climate change adaptation have been satisfactorily achieved. On the other side, there were modest results achieved in terms of increased smallholders' incomes. This should have resulted from their greater access to markets; which did not materialise, mainly because poor farmers could not significantly benefit from the matching grants (as they have limited economic capacities and assets).[169] With regard to inclusion, despite contextual challenges, there were increasing efforts to reach women, youth and nomadic groups, leading to positive results related to women's economic empowerment and economic opportunities for youth. However, there is considerable scope to improve actions that are specific to the needs of each group.

168. A retrospective look at the findings of the 2016 CPE reveals persisting challenges for the country strategy and programme, related to: knowledge management, partnership development, policy engagement, gender equality and support to youth (see Annex IV for the review of 2016 CSPE recommendation). The ratings of the current CSPE, and those of the 2015 CPE, presented in Table 10 below, are the same, suggesting that the overall performance of the programme has remained constant.

Table 10
CSPE ratings

Evaluation Criteria	Current ratings	Ratings of CPE 2016
○ Relevance	4	4
○ Coherence	4	NA
○ Knowledge management	4	4
○ Partnership development	3	3
○ Policy engagement	3	3
○ Effectiveness	4	4
○ Innovation	4	4*
○ Efficiency	4	4
○ Rural poverty impact	4	4
○ Gender equality and women's empowerment	4	3
○ Sustainability of benefits	4	4
○ Natural resource management and climate change adaptation	4	NA
○ Scaling up	4	4*
Overall achievement	3.84**	3.72**

(*) Innovation was rated together with scaling up.

(**) Average of all scores.

[169] The 2016 COSOP review report used rather the proxy indicator of job creation, and mentioned that this is unlikely to be achieved at the end of the period.

Key points

- The IFAD Country Strategy and Programme was closely aligned with the government priorities, and the portfolio was very relevant to the needs of the rural populations in the targeted remoted rural uplands where economic poverty is higher.
- The geographic targeting and the overarching theme of resilience or rural livelihoods in those upland areas were well relevant; however, there was a lack of theory of change to illustrate the impact pathways.
- IFAD's comparative advantage – to apply sound development approaches and tools that can effectively address rural poverty and inequalities in geographically remote and marginalised areas that are not served by other external partners – was well acknowledged.
- An insufficient programmatic approach has weakened the internal coherence of the country programme.
- Although unplanned knowledge products were delivered, and despite several knowledge management actions, there was no evidence of the usage of knowledge generated to inform policy and decision-making processes.
- Apart from the solid strategic and operational partnerships with the governmental institutions, all other partnerships were insufficient, if not absent.
- There was a potential of using the programme results to inform policy processes, nonetheless, IFAD engagement on policy matters has been insufficient, exacerbated by its low visibility.
- The portfolio projects contributed to increases in crop and animal productivity, and to better sustained and resilient agricultural ecosystems. Results related to income increase were mixed, as poor farmers lack the minimum financial assets to fully benefit from the matching grant scheme.
- There were efficiency challenges in terms of slow disbursement rates and for procurement; but there were also efficiency gains, for instance, related to low management costs and unit cost per beneficiary household.
- The programme contributed to the development of human capital, but the achievements were insufficient regarding the development of social capital, rural institutions and policy change.
- The portfolio projects contributed to the economic empowerment of beneficiary women while reducing their workloads through various technologies introduced. However, projects struggled to achieve targets for women.
- The sustainability of project results was successfully ensured by governmental agencies. However, the socio-institutional sustainability was weak due to insufficient focus on grassroots organizations.
- Project results have been scaled mainly at the provincial level.
- The programme support for NRM yielded positive effects in the targeted highlands, although results achieved vary according to the projects. The diversification of economic opportunities and numerous climate-smart practices supported were critical for the resilience strategy.

IV. Performance of partners

169. This section assesses the extent to which IFAD and the Government (including central and local authorities and executing agencies) supported the design, implementation and achievement of results, a conducive policy environment and impact and the sustainability of the intervention/country programme.

A. IFAD

Strategic oversight

170. **IFAD strengthened its support to Türkiye over the evaluation period in terms of human resources and physical presence.** The portfolio was managed from headquarters in Rome until 2018 when the MCO in Istanbul was opened as part of the decentralization process.[170] The location was a strategic choice to serve the sub-region more cost-effectively, to create a South-South corridor to share experience, and to facilitate the movement of personnel to and from headquarters and other country offices. The benefits of having an MCO in Istanbul relate to triannual review meetings between staff to discuss progress and plans and easy and accessible flight connections for other country teams of the MCO. Since the last country programme evaluation, IFAD has become a member of the UN Country Team in Türkiye and interactions with other development agencies have increased, because most of the meetings were organised virtually, due to the occurrence of the COVID-19 pandemic. Although the creation of the MCO in 2019 was a key milestone in the partnership between IFAD and the Turkish government, interview outcomes show limited engagement with various partners at national level (domestic and international), due to the location of the IFAD office in Istanbul, while most of the other development agencies are based in Ankara. This has thus limited the ability for in-person engagements by the country team members.[171]

171. Since 2019, the Country Director has been supported by a dedicated Country Programme Officer and their respective contributions are well acknowledged by country stakeholders.[172] The turnover rate of Country Directors was also reasonable between 2016 and 2022 resulting in stable support for the country programme; two IFAD staff were appointed to the role, and each held their position for roughly three years (until the end of December 2022). However, the 2016 COSOP was drafted and approved under a CD but who then left, disrupting the continuity of IFAD strategic oversight.

172. **IFAD has responded well to challenges during the evaluation period, but could not anticipate risks linked to inflation and earthquake.** Despite the general lack of agricultural-related data in Türkiye, project designs used effective geographic targeting measures to reach remote and poor rural areas that are otherwise unserved (see Relevance). In 2019, IFAD responded to the GoT's budget limitation policy that restricted the implementation of activities across the portfolio. With MoAF, it initiated a high-level dialogue with the Ministry of Treasury and Finance and the PSB, resulting in an unprecedented hundredfold budget increase. During the COVID-19 pandemic, IFAD continued to support ongoing projects through remote supervision and implementation support missions. IFAD also worked with FAO, UNDP and MoAF to produce the "COVID-19 Rapid impact

[170] The established MCO serves as an operational hub in the Eastern Europe, Caucasus, Central Asia, and the Balkans region covering the countries: Azerbaijan, Bosnia and Herzegovina, Georgia, Kyrgyzstan, Lebanon, Moldova, Tajikistan, Türkiye and Uzbekistan.
[171] The MCO located in Istanbul will continue in the near future to strongly limit the ability of the country team to physically engage on a regular basis with relevant Government counterparts and other development partners. According to the country team, the CD and CPO have to decline invitations to participate in events, to optimize the usage of time and resources, due to other priorities.
[172] The country team also benefits of contribution of the NEN regional team (Regional Director, Lead Regional Economist and Lead portfolio advisor) based in HQ.

assessment on the agri-food sector and rural areas in Türkiye".[173] However risks linked to the soaring inflation and earthquake, well known for the Turkish context, could not be anticipated neither at the COSOP design stage, nor during joint missions with the projects' partners, in order to define mitigations measures thereof.

Operational oversight

173. High and increasing inflation during the evaluation period caused delays in procurement and discouraged the participation of some poor rural men and women. IFAD, UNDP, and the GoT agreed to accept bidding documents for the URDP procurement in US dollars to ease the procurement of civil works.[174] However, the evaluation did not find evidence that IFAD has sufficiently dealt with the risk linked to a volatile currency exchange rate for farmers. The evaluation further notes the omission of earthquake damage and disruption in risk and mitigation plans in project design reports. This was also raised as an issue during interviews. Still, the IFAD country team was quick to react to the 6th February earthquakes and worked with the GoT to reallocate resources to relief efforts (away from non-performing rural finance activities to smallholder livestock production) that still contribute to the project development objective.[175]

174. Since AKADP, **IFAD has regularly conducted supervision and implementation support missions covering key thematic, mainstreaming, and operational topics.** Average mission frequency per project has increased over time from 1.2 supervision and implementation support missions a year for the AKADP, to 2 and 1.5 a year for the GTWDP and URDP, respectively (including those in remote modalities). IFAD has also been responsive to the implementation delays in the GTWDP and URDP by increasing the missions to up to three a year. Crucially, these have led to increased rates of implementation.[176] The composition of team members during missions shows consistency and attention to important thematic intervention areas in the projects, including infrastructure and natural resources management. There was also a clear intention to regularly include gender and targeting expertise in the missions, which is a marked improvement from the findings of the previous country programme evaluation (covering the period between 2010 and 2015). IFAD missions have also put increasing importance on monitoring and evaluation (M&E) over time by ensuring dedicated M&E expertise in mission teams.[177] Still, there is considerable scope for further and more intensive support to the Government on M&E (see Government Performance). Although the Government strongly values IFAD's international expertise, it would also prefer mission members to have greater country knowledge.

175. Three out of four project design reports have not clearly explained the project steering committee function, nor have they been consistently reviewed during supervision missions. The PDRs for AKADP, GTWDP and URDP are vague in explaining the composition of the steering committee, at what levels it would operate and what it would do. The MRWRP PDR provides a good example of how this can be done. The knock-on effect of a lack of clarity in the steering committee

[173] Available here https://www.undp.org/turkiye/publications/covid-19-rapid-impact-assessment-agri-food-sector-and-rural-areas-Türkiye
[174] URDP supervision mission report, November 2022
[175] Two strong earthquakes struck on 6 February 2023 in Kahramanmaraş province. In March 2023, IFAD and the Government co-organised a mission to discuss how to respond and on March 10, the Government requested IFAD's support. The level-2 IFAD decision memo to request changes is dated 16 May 2023. IFAD URDP Level-2 Modification Decision Memo May 2023
[176] In 2019, the IFAD mid-term review mission restructured the GTWDP project and strengthened its staffing with more emphasis on clustering of investments, business approach, marketing linkages, farmers, organisations and integration between components. The rate of implementation improved until COVID-19 hit.
[177] Number of missions with a member covering M&E/total missions (number of missions with dedicated M&E expertise as opposed to the mission member being expert in other technical areas): AKADP 2/5 missions (1); MRWRP 7/7 missions (2); GTWDP 7/10 missions (6); URDP 3/4 missions (3)

set-up is a general lack of supervision and guidance for PMUs during implementation to overcome bottlenecks (see Government performance). Recent IFAD supervision reports for GTWDP have identified reasons for the delay in setting up a steering committee and they are monitoring progress to resolve this. However, IFAD mission reports for the URDP have overlooked the matter.

Visibility and co-financing

176. **The visibility of IFAD among development partners in the country is low.** Most stakeholders interviewed on this aspect mentioned the weak visibility of IFAD in Türkiye. During interviews, the CSPE learnt that some main partners in the field (e.g., EU and WFP), were not that aware of IFAD's operations in the country. The participation of Türkiye-based FAO technical experts in IFAD supervision missions is limited, yet they could represent a valuable in-country resource.[178] The regular UN coordination meeting is proactively attended by the IFAD country team as these meetings were mostly virtual. However, this has not proved to be enough, because IFAD did not implement periodic portfolio review meetings, in coordination with the MoAF, attended by other development partners, to present its work and achievements. Nor is there sufficient opportunity for informal exchange between the IFAD country team and other agencies given their different locations. The lack of knowledge sharing and communication with donor agencies is a missed opportunity for the enhancement of the portfolio's strategic visibility.[179]

177. **IFAD has not managed to mobilise international co-financing over the evaluation period,** as recommended by the previous CPE. The previous country programme evaluation found that two out of four of the projects evaluated (2010-2015) had mobilised international co-financing from OFID and UNDP.[180] It recommended that IFAD should mobilise co-financing with international donors, such as the EU, the World Bank and UNDP. However, this has not been achieved in the four projects under the current evaluation, as this was not a preferred option for the borrower.

178. **Summary. IFAD's overall performance is rated as moderately satisfactory (4).** Although IFAD manages a relatively small portfolio, it has a clear comparative advantage in Türkiye by supporting agricultural development in poor remote and marginalised areas. It has also been responsive for the most part to shocks that threaten to derail project implementation. This has been enabled through a stronger country team providing stable support as well as through regular well-planned missions. The Multi-Country office in Istanbul marks a cornerstone in the partnership between IFAD and the Government, but it has yet to yield benefits for the country programme. The visibility of IFAD's country programme remains low and international financing is elusive. IFAD did not sufficiently design the set-up and monitor the running of steering committees in projects that have experienced significant implementation delays.

B. Government

Strategic commitment and oversight

179. **The GoT has demonstrated political and economic commitment to IFAD's supported programme.** It has contributed significantly to the development of projects at both central and provincial levels, as well as to their implementation. Although the efficiency of the projects has been affected by the transition from a parliamentary system to a presidential system in 2017,[181] the Government's financial contributions have often exceeded its financial commitments at design

[178] FAO technical experts joined the last supervision mission of AKADP in 2016.
[179] For example, development agencies in Türkiye work on similar issues, such as watershed management and the promotion of gender equality, so there is scope to learn from one another.
[180] Two projects (approved in 2003 and 2006 respectively) had mobilized international co-financing from OFID (USD 9.9 million) and UNDP (USD 1 million).
[181] Liquidity caps and restructuring in the MoAF, see section on efficiency.

(see Figure A4, Annex VI). Compliance with loan agreements and loan conditions by the Government has been good overall. Its institutions actively participated in the main steps of project designs and supervision mission reports.

180. **The project management was responsive to contextual changes that affected the project's implementation** (mainly earthquakes, economic fluctuations, and COVID-19) and adjusted the projects accordingly to the needs and priorities, usually by requesting one or more extensions to complete the activities planned and mobilize additional funding. However, more could be done to better address the recommendations provided during the supervision mission and at completion. For example, GTWDP-MTR shows that very few recommendations were implemented.[182] The MRWRP PCR explicitly recommends 'to finance Murat Second Phase project covering the original three provinces and other provinces within the boundaries of the Murat River watershed'. From the evidence provided to the evaluation team on the evolving design of Phase II, this has not been taken on board. Instead, the target area is the Euphrates River Watershed.

181. Critically, it appears that the Government's strategic and operational support for the country programme has functioned along two different lines by the two different general directorates, GDAR and OGM, rather than as one. This was evident during the evaluation team's interactions with the GoT and, more importantly, from the limitations identified in the internal coherence of the country programme.[183]

Operational oversight and fiduciary responsibility

182. **Evidence shows gaps in the oversight of projects through ineffective steering committees, except in one case (out of the four).** The MRWRP's steering committee was supportive, effectively overseeing the project's execution. In contrast, in the AKADP, the steering committee showed insufficient supervision and minimal initiative in organizing meetings, leading to a limited understanding of project matters and an inability to provide adequate guidance to project management.[184] The steering committee for the GTWDP was delayed due to management changes across all levels in the Ministry, but there is still no evidence in 2023 that it has started to be functional. No information on the establishment of this body has been provided in the supervision missions and field missions for the URDP.

183. **The GoT has fulfilled its fiduciary responsibilities on projects with some challenges in financial management and procurement.** Audit reports, annual work plans, and budgets were mostly submitted on time in the closed projects. In the ongoing projects, there have been some issues regarding coherence and some delays in the submission of AWPBs,[185] with improvements recorded in the latest supervision mission reports. Lessons from the MRWRP show that the accounting software needed to be set up and functional from start-up and the project implementation manual should include accounting policies and procedures.[186] Procurement in the AKADP and GTWDP, contracted to UNDP by the GoT, has encountered issues, causing implementation delays. In the GTWDP, delays were also observed in procuring services, particularly for the preparation of strategic investment plans.[187] The CSPE agrees with the PCR of the MRWRP that the

[182] Out of 17 and 12 recommendations made by IFAD in 2017 and 2018 respectively, very few were implemented in 2017 and none was implemented in 2018.
[183] Specifically, concerning the lack of inter project learning and knowledge sharing between projects on the same themes but implemented by different directorates.
[184] AKADP supervision mission November 2016; GTWDP MTR Feb 2020.
[185] From 2018 – 2021 in the GTWDP and since 2020 in URDP.
[186] MRWDP PCR 2023.
[187] These plans were intended to outline priority investments by district and year, as well as establish the connection between demonstration activities and matching grants. Without these, implementation proceeded by individually identifying investment opportunities in targeted villages, which undermined the overall strategic focus.

executing agency, OGM, should share its experience and good practices in direct procurement and provide first-hand training to ongoing and future IFAD-supported projects.

Management of projects

184. With the exception of the MRWRP, **the set-up and staffing of project management units have frequently encountered problems.** The PMUs of AKADP, GTWDP and URDP have been characterized by coordination gaps in their initial stages and understaffing, hindering programme implementation. This also resulted in limited institutional memory and slow identification of project bottlenecks. For example, in the AKADP the project had four different Project Coordinators over time and the experience coming from the ongoing projects of the GTWDP and URDP suggests that these challenges have not been addressed: staff turnover continues to be remarkably high, primarily due to the lack of interest in working in remote rural areas and the insufficient salary incentives. Consequently, institutional memory remains weak, and project progress often faces delays.

185. Project management units at local governmental levels have proved vital for projects to respond to the priorities of IFAD's target group. The evaluation team's visits to rural communities revealed how local government implementers were able to engage with rural men and women during project implementation and to understand local issues. Many beneficiaries confirmed the regular presence of provincial and village governmental implementers in villages to engage and listen to farmers.

186. In line with the 2015 CPE, **the M&E function – a shared responsibility between the Government and IFAD – remains a low-performing area of the country programme,** with some improvements by the completion of the MRWRP. All four projects conducted baseline surveys within the first one or two years of project implementation, but their robustness is not evident.[188] The timely set up and staffing of effective M&E systems has been a recurrent problem in all projects. AKADP could not recruit an M&E officer due to a lack of qualified applicants within the GoT. Instead, the project used the procurement and finance assistant as the M&E officer in the last couple of years. Consequently, the logframe was not updated during implementation to ensure the relevance of indicators, and an M&E system was not established to capture progress towards results. Equally important, the targets of the project were not updated following the dramatic expansion of the project scope.[189]

187. In the GTWDP, the central project management unit at the time was hesitant to put in place a project M&E system because the GoT initiated a public portal to capture and report on foreign investment projects in the country. However, by 2019, the project management realised its unsuitability for IFAD. In the meantime, understaffing in the ministry had contributed to the project's inability to track activities and report on progress by the mid-term review.[190] Since 2020, Excel and paper-based M&E systems have been in place for both the GTWDP and URDP. The URDP database is still insufficiently systematic to allow data analysis and support decision-making (at the MTR stage).[191]

188. **Summary.** The Government has shown ownership of IFAD-supported investments by fulfilling financial commitments, compliance with loan agreements, adjusting to external shocks that hinder implementation and ensuring fiduciary responsibility.

[188] In the AKADP, the samples used in the impact assessment survey had no links to those in the baseline survey. In the MRWDP, the GoT impact assessment did not use the baseline data. The validity of its comparison of results between beneficiaries and control groups is questionable without an understanding of these two groups before the project.
[189] IOE PPE AKADP
[190] GTWDP MTR 2019
[191] URDP supervision mission November 2022

Local government has also been critical to better understand and respond to target group priority needs. However, involved Government directorates had limited interaction to facilitate learning. The oversight mechanism has been challenged in one with persistent problems (staffing, procurement, and financial management systems), while satisfactory in the other directorate. M&E systems remain a low-performing area across the country programme. Based on these, **the CSPE assessed the performance of the GoT as moderately satisfactory (4).**

Key points

- IFAD strengthened its support to Türkiye over the evaluation period with the opening of the multi country office. It has also been responsive in the most part to shocks that threaten to derail project implementation.
- IFAD adequately supported the adequate design of projects, but did not integrate in the potential risks the natural disaster (earthquakes).
- Supports to management units were provided adequately through regular implementation supports and supervision missions.
- IFAD presence in the country has not resulted in the development of synergy, co-financing and a greater visibility.
- The GoT has demonstrated political and economic commitment to IFAD's supported programme.
- The GoT was responsive to contextual changes that affected the project's implementation, but there were gaps in the oversight of three projects by their steering committees.
- There were challenges encountered at the initial stage of projects to setup some PMUs, which delayed the implementation at these stages

V. Conclusions and recommendations

A. Conclusions

189. In line with IFAD policy on graduation (Doc EB 2021/133/R.5), Türkiye has reached the threshold to undergo the graduation process. This CSPE did not comment on the graduation process, recognizing that the same is the subject of a dialogue between individual governments and IFAD. The conclusions and the recommendations of this report reflect the substantive findings and the areas of good performance as well those in need of improvement.

190. The Turkish agricultural sector is one of the largest worldwide, enabling the country to meet its demand for foods, and export surplus, in line with its UMIC status. While the poverty headcount ratio remains very low (0.4 percent in 2019 according to the World Bank data), the relative poverty rate remains significant (14 percent in 2022 according to data of the Turkish Statistical Institute), with great regional disparities. Reduction in these disparities was a priority for the GoT over the evaluated period (2016-2022). In this context, IFAD's country strategy and programme rightly prioritised support for upland and mountainous areas, which are more vulnerable to climate change burdens, have higher rates of economic poverty and are subject to rural-urban outmigration. Those areas are hard to reach, and thus under-served, due to their remoteness and escarpment and low population density. The CSPE found **the overarching theme of resilience of social and ecological livelihoods in the upland areas, of the country strategy and programme, to be pertinent.** Nevertheless, there was a lack of an explicit resilience framework (adapted to the country and targeted areas contexts), and of an overarching theory of change to guide operations, which contributed to lowering the coherence of specific themes across the four projects evaluated.

191. **Over the evaluated period, the strategic partnership between IFAD and the GoT was solid and this was translated into the effective involvement of provincial MoAF Directorates,** for whom the program results were more useful (compared to the central level). However, there was also insufficient consolidation of results within the country programme, due to the weak programmatic approach, which translated into scattered supports in various provinces and the absence of cross-learning among the two MoAF general directorates. Over the evaluation period, externalities negatively affected the Turkish economy (i.e. rising inflation, consequences of the wars in Syria and Ukraine, and earthquakes), and these suggest that IFAD's support will remain pertinent and useful in the near future to support the GoT efforts to reduce regional economic disparities.

192. **The CSPE found that the diversification of partnerships, as recommended by the last country programme evaluation, did not materialise over the evaluated period.** Evidence shows an absence of co-financing partnerships over the evaluated period, non-diversification of collaborations with operational partners, and a lack of synergy with other international players who are also active within the agriculture sector, and working on a similar topic (for instance, watershed management). The national partners involved in the implementation were mainly the MoAF stakeholders, while there were opportunities for greater involvement of other relevant actors (e.g., regional development agencies, research institutions and NGOs). Moreover, considering the UMIC status of the country (with numerous private actors downstream of the agricultural value chain segments), solid and effective partnerships with the private sector could have been developed, in order to sustain smallholders' access to profitable markets; but these were absent. Such an initiative started in 2022 and is yet to be effective. Only contract farming partnerships were developed with smaller private actors.

193. **There was limited progress in relation to policy engagement, and several factors explain this situation.** The government has very low expectations that IFAD will play a role in policy matters, as the Fund supports specific groups –

smallholder farmers living in marginalised areas – who are not important numerically, nor their issues are prominent in national agricultural strategies and/or policies (more oriented to large commercial farming). At the same time, IFAD has not been pro-active in engaging in policy discussions, as the MCO location in Istanbul does not favour effective in-person interactions and engagement (formal and informal), because those opportunities mostly happen in Ankara. Additionally, the programme's KM framework was not sufficiently robust to facilitate the translation of knowledge generated through studies conducted (of limited number) into decisions (policy related or not), and there was no systematic approach to identifying and applying lessons learned. Lastly, the low visibility of IFAD was an issue highlighted by numerous stakeholders (national and international), who were not aware of the achievements of the IFAD-supported programme.

194. **The CSPE found the geographic targeting applied by the programme to be relevant, as well as the continuous improvement over years of efforts to target specific groups (women, youths, and nomadic groups).** The increasing targeting of women contributed to empowering the beneficiaries economically and to reducing their workload through relevant technologies promoted / supported, to a certain extent in project areas. Nevertheless, the projects faced challenges in reaching women, as the scale of outreach remains small compared to the needs. Support to empower youth was explicit in the most recent two portfolio projects, but the proposed actions remained unspecific in the design documents, and in many instances, the analysis of youth needs was embedded in gender strategies.

195. Findings confirm **numerous positive results achieved for: (i) the increase in agricultural productivity and production (crops and livestock related), and (ii) the sustainability and resilience of ecosystems,** which contributed to improving household food security. In line with these changes, some meaningful key output results included the introduction of improved farming practices and technologies (e.g., orchards, forage crops, and pasture roads), the rehabilitation of degraded lands, and afforestation. Impact assessment evidence and the CSPE analysis of GIS data corroborate the positive effects of actions for better managing natural resources, especially the restoration of degraded lands in the framework of a watershed management approach. Nevertheless, the CSPE noted the lack of a master plan for watershed management, which would have helped to better streamline interventions. Several other output results achieved (such as the promotion of small-scale irrigation, greenhouses, solar panels to supply energy, improvement of livestock housing and the diversification of income sources) were instrumental to enhance both the ecosystem and economic resilience of smallholder livelihoods.

196. The country programme achieved **mixed results regarding the objective of increasing smallholders' incomes.** Interventions aimed to increase smallholders' incomes were in the production segment (including actions to enhancing crop and livestock productivity), and related to value chain development [(VCD) including promoting: facilities for processing, and storage, market infrastructure, multi-stakeholder platforms, and partnerships with private actors)]. Evidence suggests that support to livestock production have had a positive contribution to increasing smallholder incomes, but this was limited in terms of support for VCD. The main challenge with VCD was the fact that support reached mostly better-off farmers (sometimes managing cooperatives), because owning initial productive assets was critical before accessing the investments, even with the matching grants programme, except in a few cases where full grants were provided to poor farmers (following the adjustment made during the implementation phase). Additionally, effective and significant partnerships with private actors for access to markets have not yet occurred.

197. **Findings indicate an insufficient performance in strengthening the social capital within rural communities, even though there was strong capacity**

among national implementing institutions. The programme focus on community-based organisations was minimal, especially in relation to the management of natural resources. The development of social bonding and bridging capital was not embedded explicitly within the strategy, and this gap was attributable to the lack of a resilience framework (aligned with the lack of an overarching theory of change). Grassroots organizations supported were informal, not well structured, and still requiring significant capacity support to be able to sustain the results achieved. Only cooperatives supported by projects, which were managed by better-off farmers as private businesses, showed positive sustainability prospects. At the same time, public institutions involved in the project implementation at the central and provincial levels remained very strong. Embedding project management units within the GoT's institutional set-up was effective and a positive sustainability point, which led to some scaling up of results at the provincial level.

198. **The GoT has demonstrated an overall good commitment towards IFAD's country programme; however, persistent implementation challenges remain** that prevent achieving greater performance. These are related to (i) staffing issues and delays in the procurement processes (even with the partnership with UNDP, tasked to perform the financial management of three out of four portfolio projects); (ii) the ineffectiveness of the steering committees (of those three projects) to perform their oversight functions; and (iii) insufficiently appropriate M&E systems.

199. Overall, the evaluation findings and conclusions suggest that the implementation of IFAD's strategy and programme in Türkiye over the evaluated period (2016-2022), did not specifically take into account the UMIC status of the country. As such, most operations deployed applied similar approaches to that of IFAD in other developing countries. Despite the strong institutional capacities within the country (in both the public and private sectors), **there were no innovative approaches developed and implemented to leverage the existing potential linked to the country UMIC status.** For instance, to take advantage of the advanced value chain activities within the agri-food system, in favour of smallholder farmers in the target areas.

E. Recommendations

200. The CSPE made recommendations to address critical challenges and to build on the strengths. Some points were already raised in the 2016 CPE recommendations, and these are related to knowledge management, partnership building, policy engagement, and the empowerment of women, and youth (see Annex IV).

201. **Recommendation-1: Further prioritise in the next strategy, the resilience of rural livelihoods in the mountain areas of Türkiye in an integrated manner, by deploying approaches that build on the existing country potentials in value-chain segments.** To this end, it is crucial to develop a resilience framework adapted to the intervention contexts that is aligned with an overarching theory of change for the COSOP. The framework should integrate the ecosystem resilience through sustainable management of natural resources and climate change adaptation, as well as economic livelihoods improvement through pro-poor value chain activities and access to markets.

202. In relation to the ecosystem resilience, building the capacities (technical, managerial, and financial) of community-based organisations (created for rangelands, and watersheds management) appears critical, in alignment with the national legal framework; and for this purpose, the diversification of operational partners (including with NGOs) will be critical, complementary to the role of decentralised directorates.

203. In terms of economic resilience, it is necessary to intensify ongoing efforts to develop win-win partnerships with relevant private actors in the value-chain

segments, who will facilitate and sustain the access of poor / vulnerable smallholder farmers (in remote areas) to markets. To that end, it is necessary to identify relevant and effective partnership approaches to attract private actors to support agricultural development efforts in those rural mountain areas. The expansion of areas targeted (geographically) by the programme may be considered, after discussions between IFAD and the GoT, taking into account the commitment for resources as well as co-financing opportunities.

204. **Recommendation-2: Leverage the strategic partnership between IFAD and the GoT, beyond portfolio oversight, to foster engagement on policy matters and effective knowledge management for greater scaling up of results.** It is necessary that IFAD identifies the right entry points to engage in policy debates (informally and formally) aligned with the country context, and key strategic partners at the central and provincial levels should widen the space for IFAD to do this. Following the identification of entry points, IFAD should strengthen the country programme KM framework for improved performance in generating relevant knowledge and lessons, with the active involvement of government stakeholders.
205. Organising debates / discussions at strategic and operational levels on knowledge generated (related to the policy themes identified) will be critical for the identification of options for scaling up positive results, as well as their incorporation in policy / strategic decisions.
206. It will also be useful to engage with diverse national and international players in the agricultural sector, to share perspectives on key topics of interest for IFAD's country programme. Learning events should be organised by the country team to contribute to improving IFAD's visibility.
207. **Recommendation-3: Improve the inclusiveness of the country programme towards poor/vulnerable rural women, as well as young men and young women.** In relation to gender, the programme should consider the following points: (i) Building on the success of supported women-led cooperatives, bolster support to increase and improve the women-led cooperatives, through financial, technical and managerial trainings to empower more women; (ii) In line with contextual challenges, ensuring the collaboration and/or approval of men (relatives) in specific project activities exclusively targeting women, e.g., learning visits; (iii) Acknowledging in the targeting approaches, intersectional needs and interests of women, by accounting for differences, such as: age, marital status, education level, disability; (iv) Developing activities that improve perceptions (among men and boys) towards women's roles and their participation in agricultural activities in targeted communities.
208. In relation to young people, the following improvements should be considered: (i) Developing guidance for rural youth targeting and support, specific to the intervention areas (considering their needs, interests and challenges); (ii) building on good practices of youth support in the Turkish context (e.g., by promoting technologies to ease working effort, digital technologies, economic diversification.); (iii) Adopting approaches that target youth who have returned to rural areas, with good financial incentives to help them work in agricultural production, in line with VCD activities, and to access economic networks and social opportunities.
209. **Recommendation-4: Strengthen the programmatic approach in the delivery of IFAD's support, and foster the learning culture, to address persistent implementation challenges.** First, consolidate results achieved in the targeted interventions areas, by providing continuous support over a significant period, taking into account the critical and specific contextual challenges addressed.
210. Second, foster the learning culture and the continuous improvement as one IFAD supported programme under the MoAF, by reinforcing mechanisms to interact and share experiences that involve stakeholders at central and decentralised levels.

Additionally, enhance the programme's M&E systems to go beyond the capture of output data to also measure and report on outcomes and impact, ensuring consistent disaggregation by sex and age, where possible.

211. Finally, address the recurrent implementation challenges in procurement and steering committees, by learning from management methods that already proved to be successful within the country programme.

Definition of the evaluation criteria

Evaluation criteria
Relevance The extent to which: (i) the objectives of the /country strategy and programme are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies ; (ii) the design of the strategy, the targeting strategies adopted are consistent with the objectives; and (iii) the adaptation of the strategy to address changes in the context.
Coherence This comprises two notions (internal and external coherence). Internal coherence is the synergy of the intervention/country strategy with other IFAD-supported interventions in a country, sector or institution. The external coherence is the consistency of the intervention/strategy with other actors' interventions in the same context. Non-lending activities are specific domains to assess coherence. **Knowledge management** The extent to which the IFAD-funded country programme is capturing, creating, distilling, sharing and using knowledge. **Partnership building** The extent to which IFAD is building timely, effective and sustainable partnerships with government institutions, private sector, organizations representing marginalized groups and other development partners to cooperate, avoid duplication of efforts and leverage the scaling up of recognized good practices and innovations in support of small-holder agriculture. **Policy engagement** The extent to which IFAD and its country-level stakeholders engage to support dialogue on policy priorities or the design, implementation and assessment of formal institutions, policies and programmes that shape the economic opportunities for large numbers of rural people to move out of poverty.
Effectiveness The extent to which the country strategy achieved, or is expected to achieve, its objectives and its results at the time of the evaluation, including any differential results across groups. A specific sub-domain of effectiveness relates to: Innovation, the extent to which interventions brought a solution (practice, approach/method, process, product, or rule) that is novel, with respect to the specific context, time frame and stakeholders (intended users of the solution), with the purpose of improving performance and/or addressing challenge(s) in relation to rural poverty reduction.[192]
Efficiency The extent to which the intervention or strategy delivers, or is likely to deliver, results in an economic and timely way. "Economic" is the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context. "Timely" delivery is within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context. This may include assessing operational efficiency (how well the intervention was managed).
Impact The extent to which the country strategy has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. The criterion includes the following domains: • changes in incomes, assets and productive capacities • changes in social / human capital • changes in household food security and nutrition • changes in institution and policies The analysis of impact will seek to determine whether changes have been transformational, generating changes that can lead societies onto fundamentally different development pathways (e.g., due to the size or distributional effects of changes to poor and marginalized groups).
Sustainability and scaling up The extent to which the net benefits of the intervention or strategy continue and are scaled-up (or are likely to continue and scaled-up) by government authorities, donor organizations, the private sector and other agencies.

[192] Conditions that qualify an innovation: newness to the context, to the intended users and the intended purpose of improving performance. Furthermore, the 2020 Corporate-level Evaluation on IFAD's support to Innovation defined transformational innovations as "those that are able to lift poor farmers above a threshold, where they cannot easily fall back after a shock". Those innovations tackle simultaneously multiple challenges faced by smallholder farmers. In IFAD operation contexts, this happens by packaging / bundling together several small innovations. They are most of the time holistic solutions or approaches applied of implemented by IFAD supported operations.

Evaluation criteria
Note: This entails an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. It involves analyses of resilience, risks and potential trade-offs. Specific domain of sustainability: Environment and natural resources management and climate change adaptation. The extent to which the development interventions/strategy contribute to enhancing the environmental sustainability and resilience to climate change in small-scale agriculture. Scaling-up* takes place when: (i) other bi- and multilaterals partners, private sector, etc.) adopted and generalized the solution tested / implemented by IFAD; (ii) other stakeholders invested resources to bring the solution at scale; and (iii) the government applies a policy framework to generalize the solution tested / implemented by IFAD (from practice to a policy). *Note that scaling up does not only relate to innovations.
Gender equality and women's empowerment The extent to which IFAD interventions have contributed to better gender equality and women's empowerment. For example, in terms of women's access to and ownership of assets, resources and services; participation in decision making; work load balance and impact on women's incomes, nutrition and livelihoods; and in promoting sustainable, inclusive and far-reaching changes in social norms, attitudes, behaviours and beliefs underpinning gender inequality. Evaluations will assess to what extent interventions and strategies have been gender transformational, relative to the context, by: (i) addressing root causes of gender inequality and discrimination; (ii) acting upon gender roles, norms and power relations; (iii) promoting broader processes of social change (beyond the immediate intervention). Evaluators will consider differential impacts by gender and the way they interact with other forms of discrimination (such as age, race, ethnicity, social status and disability), also known as gender intersectionality.[193]
Partner performance (assessed separately for IFAD and the Government) The extent to which IFAD and the Government (including central and local authorities and executing agencies) ensured good design, smooth implementation and the achievement of results and impact and the sustainability of the country programme. The adequacy of the Borrower's assumption of ownership and responsibility during all project phases, including government, implementing agency, and project company performance in ensuring quality preparation and implementation, compliance with covenants and agreements, establishing the basis for sustainability, and fostering participation by the project's stakeholders.

[193] Evaluation Cooperation Group (2017) Gender. Main messages and findings from the ECG Gender practitioners' workshops. Washington, DC. https://www.ecgnet.org/document/main-messages-and-findings-ieg-gender-practitioners-workshop

Evaluation matrix

Evaluation criteria and definition	Key evaluation questions	Data sources and collection methods
Relevance	• To what extent and in what ways was the country strategy and programme relevant and aligned to: ○ (a) the country's development priorities, national policies and strategies in the evolving context; ○ (b) IFAD's relevant strategies and priorities; ○ (c) the needs of the target groups. • How on-going project approaches are relevant and adequate aligned with 11th NDP 2019-2024? • How appropriate was the targeting strategy, with attention to gender equality and social inclusion of youth, persons with disabilities and other marginalized groups? • Was the design quality in line with available knowledge on specific themes of the country strategy: sustainable agriculture, adaptation to climate change, access of pro-poor to markets, nutrition-sensitive value chain? • Were lessons from previous interventions been adequately taken into consideration in the design? • To what extent and how were the institutional arrangements appropriate to ensure the effectiveness and efficiency of the implementation? • To what extent and how well was the design re-adapted to changes in the context?	COSOP and programme/projects' documents: design reports, PCRVs, PPEs, and impact evaluation/assessment reports In-depth desk review of national policies, IFAD design reports, and other reports. Interviews with IFAD staff and national stakeholders Interviews and focus groups with beneficiaries during field visits
Coherence	• To what extent and how did the country strategy and programme take into consideration other development initiatives to maximize the investments and added value? Specific aspects: ○ Added-value of IFAD financing compared to the government agricultural financing programme (including subsidies). Main points of additionality and/or complementarity. ○ Other external partners engaged in the rural development sector and their thematic areas; types of supports. Convergence of various supports. ○ Comparative advantage of IFAD's support compared to other partners. ○ IFAD's role / contribution (i) within the UN system (ii) to other donor forums and (iii) for donors coordination mechanism(s) ○ Perceptions / opinions of government actors and other key players on IFAD's support to agriculture in the country. • To what extent were there synergies and interlinkages between different elements of the country strategy and programme (i.e. between projects, between lending and non-lending activities)? Specific aspects: ○ Coherence of strategic choice and orientations ○ Coherence in developing the themes of focus; ○ Coherence of projects' objectives and approaches, from one to another; ○ Implementation of learning from one project to another; ○ Contribution and complementarity of grants supported programme.	COSOP and programme/projects' documents: design reports, PCRVs, PPEs, and impact evaluation/assessment reports In-depth desk review of strategies documentation (COSOP, COSOP review), and reports of projects supported by other development partners Key informant interviews with IFAD staff, government stakeholders and representatives of partners. Interviews with other relevant stakeholders
• **Knowledge management**	• To what extent knowledge were management themes identified in the COSOP addressed and yielded results? • What knowledge and lessons have been gathered, documented and disseminated? How have these happened and contributed to the programme effectiveness?	COSOP and programme/projects' documents: design reports, PCRVs, PPEs, and impact evaluation/assessment reports; previous CSPE reports, COSOP review report.

	• How organizational learning have been enabled within the country program? • Which results were achieved? Any contribution of grants to that end? • What were key factors for successes and the main challenges?	In-depth desk review of programme documents and etc. Key informant interviews with IFAD staff and government stakeholders Interviews with IFAD partners and other national non-governmental players Field visits and discussion with local partners and evidence gathering
• **Partnership development**	To what extent partnerships foreseen in the COSOP were implemented and for what results? How did IFAD position itself and its work in partnership with other development partners? What types of partnerships with other partners were established and for what end? To what extent and how did IFAD foster strategic, co-financing and operational partnerships with others? How did these enable achieving results? What were key factors for successes and the main challenges?	
• **Policy engagement**	To what extent policy engagement actions foreseen in the COSOP were implemented and for what results? How did IFAD contribute to policy discussions drawing from its programme experience (for example, on themes addressed by the country programmes)? Which specific policy engagement activities (e.g. policy brief, policy discussion, etc.) were implemented and how these yielded positive results? Is there any actual policy change that IFAD has contributed to (at least partially)? Which contribution of grants to better policy engagement and results? What were key factors for successes and the main challenges?	
Efficiency	• What is the relation between benefits and costs (e.g., net present value, internal rate of return)? • Are programme management cost ratios justifiable in terms of intervention objectives, results achieved, considering contextual aspects and unforeseeable events? • Is the timeframe of the intervention development and implementation justifiable, taking into account the results achieved, the specific context and unforeseeable events? • Were the financial, human and technical resources adequate and mobilised in a timely manner? • Are unit costs of specific interventions (e.g. infrastructures in micro projects) in line with recognized practices and congruent with the results achieved? • What factors affected efficiency of IFAD interventions?	In-depth desk review of IFAD documentation and database (e.g. Oracle Business Intelligence), including: historical project status reports, project financial statements, disbursement data, project financing data, economic and financial analyses, information on project timeline, etc. M&E data Cost and benefit data from other similar project Interviews with IFAD staff and national stakeholders Interviews and focus groups with direct and indirect beneficiaries during field visits, spot validation of reported costs, benefits
Effectiveness	• To what extent were the objectives of the country strategy and programme (outcome-level in the ToC) achieved or are likely to be achieved at the time of the evaluation? • What were concrete achievements for each thematic area identified: sustainable agriculture, adaptation to climate change, access of pro-poor to markets, nutrition-sensitive value chain? • Did the interventions/strategy achieve other unexpected results or did it have any unexpected consequence? • How effectively were the implementation issues/challenges addressed? • What factors had positive or negative influence on the achievement of the intended results? What about the COVID-19 pandemic? • To what extent did the programme or project support/promote innovations, aligned with stakeholders' needs or challenges they faced? In what ways were these innovative in the country/local context? • Were the innovations inclusive and accessible to different groups (in terms of gender, youths, and diversity of socio-economic groups)?	COSOP and programme/projects' documents: design reports, PCRVs, PPEs, and impact evaluation/assessment reports; previous CSPE reports; COSOPs review reports. In-depth desk review of programme documents and etc. Interviews with IFAD staff and national stakeholders Interviews and focus groups with beneficiaries during field visits Field visits and discussion with direct and indirect beneficiaries during field visits Secondary data for benchmarking

	• To what extent and how have those innovations contributed to addressing challenges within the system? • Which contribution of grants in leveraging the promotion of successful innovations?	
Impact	• What are evidence of the contribution of IFAD-funded interventions to changes in: (i) household incomes and assets, (ii) food security and nutrition, (iii) human and social capital of the target group, (iv) rural institutions and policy change? • How did the interventions contribute to those changes? • What are evidences of increased resilience of beneficiary households and communities? • Were there any unintended impacts, both negative and positive?	COSOP review reports, PCRVs, PPEs, and reports of impact evaluation and assessment; previous CSPE reports. In-depth desk review of strategy and programme documents, etc. GIS data Analysis Interviews and focus groups with beneficiaries during field visits Key informant interviews with IFAD staff and national stakeholders Evidence and testimonies gathering Field visits and discussion with direct and indirect beneficiaries during field visits Secondary statistical data on poverty, household incomes and nutrition where available and relevant (possible benchmark)
Gender equality and women's empowerment	• How was the focus on gender aspects in design documents and upstream activities? • To what extent gender strategy (ies) and action(s) were developed, implemented and for which results? • How were implementation resources and monitoring data disaggregated with respect to gender equality and women's empowerment goals? • What were the contributions of IFAD-supported interventions to changes in: ○ (i) women's access to resources, income sources, assets (including land) and services; ○ (ii) women's influence in decision-making within the household and community; ○ (iii) workload distribution (including domestic chores); ○ (iv) women's health, skills, nutrition? • Was there any change in social norms, attitudes, behaviours and beliefs and policies / laws relating to gender equality to which the projects contributed? Youths: • To what extent did the interventions empower youths, the very poor/marginalized groups? Which contribution to enhance their capacities and create job opportunities? • The extent to which supports did contribute to improve rural youths resilience and livelihoods by increasing: (ii) their productive capacities (ii), their capacities to undertake/engage in economic activities (iii), their access to markets? • Which evidence are available in terms of positive change on youths due to the contribution of supports provided? • What have been the contribution of non-lending activities, especially grant supports, to those change?	COSOP and programme/projects' documents: design reports, PCRVs, PPEs, and impact evaluation/assessment reports; previous CSPE reports. In-depth desk review of strategy and programme documents, etc. Interviews with IFAD staff and national stakeholders Interviews and focus groups with beneficiaries during field visits Key informant interviews with IFAD staff and national stakeholders Evidence and testimonies gathering Field visits and discussion with direct and indirect beneficiaries during field visits Secondary statistical data on gender)
Sustainability	• To what extent did the intervention/country strategy and programme contribute to long-term technical, social, institutional, and financial/economical sustainability? • Did/would community based organizations and institutions continue operation without external funding? What are the explaining factors?	In-depth desk review of IFAD documentation Interviews with IFAD staff and national stakeholders Interviews and focus groups with direct and indirect beneficiaries during field visits

	• What about the sustainability of inclusive financial institutions in rural areas? • Are the infrastructure microprojects financed by the projects likely to be maintained? And what about the outcomes of other types of microprojects? • Did/would national level institutions continue activities they initiated with IFAD support? What are the explaining factors?	M&E data Interviews with other development partners with similar/relevant support
Environment and natural resources management and climate change adaptation	• To what extend were SECAP analysis performed and results used? • To what extent did IFAD interventions contribute to a more sustainable environmental management? • To what extent did IFAD interventions contribute to more productive and resilient (crops, animal, agro-pastoral and pastoral) production systems? • Did IFAD supported interventions have any positive or negative effects on the ecosystems (lands, forests, pastures and non-pastoral agricultural landscapes)? • To what extent and how did IFAD-supported interventions contribute to better adaptation by the target group rural population to climate change? • What are/were successful resilience strategies in terms of absorptive, adaptive and transformative capacities (at household and community level)? • Are there any indication of contribution of projects to mitigation of climate change (e.g. on livestock production, agro-pastoral resources, etc)?	SECA review reports, COSOP and programme/projects' documents: design reports, PCRVs, PPEs, and impact evaluation/assessment reports; previous CSPE reports; COSOPs review reports. In-depth desk review of strategy and programme documents, etc. Interviews and focus groups with beneficiaries during field visits Key informant interviews with IFAD staff and government stakeholders Field visits and discussion with direct and indirect beneficiaries during field visits GIS data analysis
Scaling up	• To what extent were results scaled up or clear indication for future scaling up by other development partners, or the private sector? • Is there an indication of commitment of the government and key stakeholders in scaling-up interventions and approaches, for example, in terms of provision of funds for selected activities, human resources availability, continuity of pro-poor policies and participatory development approaches, and institutional support? • How scaling related to "from action to policy" scaling up was enabled and achieved?	In-depth desk review of strategy and programme documents, etc. Interviews with IFAD staff, national stakeholders and other elopement partners. Key informant interviews with IFAD staff and government stakeholders Interviews with development partners
Performance of partners (IFAD & Government)	IFAD: • How was the IFAD's strategic oversight effective? • How did IFAD take into account contextual issues and challenges in working in the country? • How effectively did IFAD support the overall quality of design, including aspects related to project approach, compliance, and implementation aspects? • How proactively did IFAD identify and address threats to the achievement of project development objectives? • To what extent was IFAD effective to leverage existing financing opportunities from the government and other partners? • How effectively did IFAD support the implementation of projects on aspects related to project management, financial management, and setting-up project level M&E systems? • How effective is the location of IFAD country office to ensuring greater visibility and collaboration with the government? Government: • How tangible was the Government's commitment to achieving development objectives and ownership of the strategy/projects? • Did the Government adequately involve and consult beneficiaries/stakeholders at design and during implementation?	In-depth desk review of strategy and programme documentation, including the quality of design, frequency and quality of supervision and implementation support mission reports, project status reports, PCRs, key correspondences (IFAD-Government), COSOP and COSOP review, Project M&E data and systems Interviews with IFAD staff and government stakeholders Interviews and focus groups discussion with other non-governmental stakeholders

	• How did the Government position itself and its engagement with IFAD and in partnership with other development partners? • How well did the PCUs manage start up process, staff recruitment, resource allocation, implementation arrangements, the involvement and coordination with other partners, especially public institutions? • How timely did the PCUs identify and resolve implementation issues? Was project management responsive to context changes or the recommendations by supervision missions or by the Project Steering Committee? • How adequate were project planning and budgeting, management information system/M&E? Were these tools properly used by project management? • How well did the PCUs fulfil fiduciary responsibilities (procurement, financial management)?

IFAD-financed projects and grants in the Republic of Türkiye

Project name	Project type	Total project cost US$ million	IFAD approved financing US$ million	Cofinancing US$ million	Counterpart US$ million	Beneficiary contribution US$ million	Executive Board approval	Loan effectiveness	Project completion date	Cooperating institution	Project status
Erzurum Rural Development Project	RURAL	137.0	20.0	40.0	77.0	-	31/03/1982	03/12/1982	30/06/1989	IBRD	Financial Closure
Agricultural Extension and Applied Research Project	RSRCH	205.9	10.0	72.2	123.7	-	03/04/1984	05/09/1984	31/12/1993	IBRD	Financial Closure
Bingöl – Muş Rural Development Project	RURAL	61.2	19.9	9.0	32.3	-	14/09/1989	10/01/1990	30/06/1999	UNOPS	Financial Closure
Yozgat Rural Development Project	RURAL	40.5	16.4	-	24.1	-	13/12/1990	23/09/1991	30/06/2001	UNOPS	Financial Closure
Ordu – Giresun Rural Development Project	AGRIC	59.7	19.0	17.0	18.0	4.8	14/09/1995	25/08/1997	31/12/2005	UNOPS	Financial Closure
Sivas – Erzincan Development Project	RURAL	30.0	13.1	9.9	4.4	2.7	11/09/2003	17/01/2005	31/03/2013	IFAD	Financial Closure

Diyarbakır, Batman and Siirt Development Project	CREDI	36.9	24.1	0.8	4.5	7.6	14/12/2006	19/12/2007	31/12/2014	IFAD	Financial Closure
AKADP	AGRIC	26.4	19.2	-	3.2	4.0	17/12/2009	02/07/2010	30/09/2017	IFAD	Financial Closure
MRWRP_Murat	AGRIC	46.7	36.3	-	7.4	3.0	13/12/2012	15/02/2013	30/06/2022	IFAD	Project Completed
GTWRP_Göksu	AGRIC	25.0	18.3	-	3.9	2.9	12/12/2015	26/05/2016	30/06/2025	IFAD	Available for Disbursement
URDP	MRKTG	135.1	62.9	2.9	18.3	12.7	11/12/2017	05/03/2018	31/03/2027	IFAD	Available for Disbursement

Project/grant name	Grant number	Grant amount US$	Grant recipient	Approval date	Effective date	Completion date	Country of implementation
Bingöl – Muş Rural Development Project	1000001259	16,000	Governments	05/10/2000	05/10/2000	31/12/2000	Türkiye
Yozgat Rural Development Project	1000001377	22,000	Governments	20/05/2002	20/05/2002	31/10/2002	Türkiye

The 2016 CPE recommendations

Recommendations formulated	Implementation status according to the current CSPE findings
Recommendation 1: Prepare a new COSOP. There is a need to improve the strategy formulation process so as to enable a proper analysis of IFAD's strengths and limitations in Türkiye and the opportunities and threats it faces in building a more effective partnership with the Government of Türkiye and other potential partners. While a process that follows past practice -involving key government entities- is necessary, it is not sufficient for addressing the diversity and depth of challenges that confront IFAD in Türkiye today. The CPE makes it clear that past approaches to issues such as SSTC, partnerships, the participation of the rural poor, women and youth in project activities and benefits, new technology for resource-poor farmers, commercialization of agriculture and knowledge management (including M&E contributions, in particular) need fresh perspectives. It is imperative, therefore, to engage relevant national and international resource persons from both within and outside the public sector and the donor community in developing strategic directions that are robust and likely to work in the country context.	**Implemented** See relevance section of the report.
Recommendation 2: Improve targeting in terms of scope and accessibility to project benefits, particularly for poorer farmers and specific target groups including women and youth. Türkiye is a country experiencing growing income disparity, and so poverty reduction efforts need to identify and recognize disparities, that may exist even within rural communities. Inclusiveness is placed high in the government agenda to ensure that the benefits of growth and prosperity are shared by all segments of the society. Improved targeting approaches can be achieved through various methods, which should include several key aspects. Firstly, future programming should be more precise in identification of target groups and use participatory processes to ensure inclusion of these groups in project decision-making. Secondly, there is a need to introduce specific initiatives and new partners to make sure that the more disadvantaged are not left out. These may include Ministry of Youth and Sports to help design appropriate approaches to attract and retain young farmers, Chambers of Commerce as mentors or area-based NGOs that work with culturally and linguistically diverse communities. This improved targeting will also require better definition at the design phase of who will benefit and how in M&E systems, as well as detailed indicators to track participation and benefits.	**Implemented** See relevance section of the report
Recommendation 3: Strengthen IFAD's non-lending activities and ensure synergies with the portfolio. Non-lending –activities (knowledge management, policy dialogue and partnerships) have been a low performing area of the country programme. Strengthening IFAD's non-lending activities in Türkiye will be essential for scaling up impact and rural transformation. Ensuring adequate links between non-lending activities with the investment portfolio would contribute to synergies and improve development effectiveness. The CPE recommends in particular to strengthen and diversify partnerships and further investment in knowledge management. IFAD also needs to take advantage of opportunities to support South-South Cooperation in Türkiye. The possibility of mobilizing country-specific grants and or participation in regional grants to support non-lending activities in Türkiye should be explored. First, IFAD needs to strengthen and diversify partnerships in Türkiye. IFAD's relatively minor investment must be applied strategically, being viewed within the wider framework of key development partners' ongoing operations and Government of Türkiye's commitment to the adoption of measures contributing towards reducing inequalities. In this regard, IFAD needs to strengthen and diversify its partners in Türkiye to enhance its ability to leverage its programme in the country, both in policy dialogue and on the operational/financial front, including co-financing with international donors, such as the EU, the WB, UNDP, and partnering with technical services providers (e.g. FAO). Moreover, IFAD needs to ensure strong coordination with national institutions and explore collaboration with new Turkish partners such as Regional Development Agencies. At the operational/local level, inclusion of NGOs and private sector with relevant skills such as participatory village mobilization, inclusive development, environment and niche markets merits consideration. In particular IFAD would benefit by engaging suitable selected private sector entities and also experienced donors directly at an early stage.	**Partially implemented** Some progress, but several aspects are still yet to be implemented as analysed in the coherence section (including non-lending activities). Also subject to recommendations in the current report.

Second, strengthen knowledge management. A key dimension of IFAD's value added in Türkiye will be linked to its capacity to further strengthen the generation and sharing of lessons from the programme in order to improve performance and to support scaling up. IFAD needs to enhance KM in Türkiye, partaking its international and country experience, its technical expertise and its knowledge in involving the rural poor in design and implementation of rural investment projects, M&E, targeting and technical solutions in rural development. IFAD needs to make use of its capacity as knowledge broker, to be able to respond to demand on state of the art knowledge products and services, and prove global reach to mobilize required expertise. A dynamic knowledge management effort requires active interaction with national research organizations, thinktanks and academia, which currently seems to be limited.	
Third, IFAD needs to facilitate exchange of knowledge and experience between Türkiye and other IFAD countries, furthering current efforts within the framework of South-South and Triangular Cooperation initiatives (SSTC) as an integral part of the IFAD-Türkiye partnership. This transfer of successful ideas from one country to another can lead to considerable development impact. As a broker, IFAD can engage Turkish government organizations (e.g. GDAR, GDF) and appropriate research and private sector entities in facilitating transfer of knowledge and technical expertise to IFAD operations in other countries in the region (Central Asia, the Balkans, North Africa and the Middle East), in areas in which Türkiye has particular strengths, such as e.g. food processing and food safety. IFAD and the Government of Türkiye would benefit from a well-articulated approach to SSTC that includes TIKA as the main partner and the direct coordinator of Turkish solution providers from the public and also private sectors. Enhancing IFAD presence in Türkiye through a country office - to capitalize Türkiye's experience and knowledge to provide support to other countries –could contribute in this direction. Opportunities to partner with FAO and UNDP current cooperation programmes on SSTC should be explored.	
Recommendation 4: Emphasize innovation and scaling up as key strategic priorities. IFAD and the Government of Türkiye are fully aware that financing for investment projects is not the major justification to borrow from IFAD and it is not an effective single vehicle to eradicate rural poverty in the country. This is particularly relevant in Türkiye in view of relatively limited availability of PBAS resources for the programme. IFAD needs to further demonstrate value added in Türkiye beyond projects. In this context promoting innovation and pursuing scaling-up (two poor-performing areas in the programme) need to be regarded as strategic priorities in the future country programme. Promoting innovation. First, a closer review of mechanisms for innovation is required to reduce public dependency and build sustainable institutional support. IFAD has knowledge and experience in appropriate technology and local institutional development that could assist in scaling of pro-poor interventions that would be more consistent with the portfolio's strategic objectives of empowerment and sustainable pathways out of poverty. Concerted efforts are required to find new mechanisms to strengthen collective farming and marketing initiatives to create economies of scale and value adding opportunities in relation to market demand. There is a need to explore, in addition to better access to new markets, alternative sources of investment capital such as Islamic financing models and to build coordinated support services and local business services within the project areas that will provide both improved local economies and establish strong platforms for future growth. There are some promising examples of small women producer groups and farmer-led initiatives such as family farm consolidation and joint marketing that could be studied and further developed. This would be of benefit in the Türkiye programme and also support south-south and triangular cooperation initiatives.	**Implemented** As analysed in the innovation sub-section of the report.
Scaling up. Second, building on additional efforts to strengthen policy dialogue and knowledge management, the IFAD-supported programme needs to shift from a project-centric approach to one aimed at influencing other partners (government, donors, private sector) including leveraging policies, knowledge and resources. This will require the adoption of a programmatic approach to scaling up in Türkiye and a shifting from scaling up IFAD projects to scaling up results. Potential scaling up pathways (through projects, policy dialogue, knowledge management) need to be explored from the beginning and throughout the project cycle and will need to be supported over a longer time longer time horizon, typically much longer than a one-time IFAD intervention. New ideas can be tested through pilot projects, as the basis of a scaling up model.	**Partially implemented** Same comment as for recommendation 3.
Recommendation 5: Strengthen the strategic focus on women and youth. A consistent, strategic focus on gender equality and women's empowerment is required. Moreover, in order to more closely align with the social and strategic context of rural Türkiye in relation to youth unemployment and rural outmigration, a strengthened focus on youth is recommended. This should be reflected in the new COSOP, including clear and specific objectives in	**Partially implemented** There are still room for improvement, as analysed in the sub-section on

the country strategy and in project designs. Project designs need to better include gender mainstreaming and mechanisms to ensure gender equality of access to project resources and benefits, including allocation of resources to ensure they are not ignored in implementation. In line with IFAD's 2012 Gender Policy, all future projects should also develop Gender Action Plans at the design stage. Inclusion of youth as a primary target group would be highly relevant. Rather than reliance on project activities targeting older, landowning farmers having trickle down impacts on rural youth, projects need to more directly target youth using mechanisms that are relevant to their needs and interests. Additionally, the CPE recommends that IFAD support the portfolio more strongly with non-lending activities (knowledge sharing, policy dialogue and partnerships) with a particular focus on gender mainstreaming and on targeting of women and youth, as well as more regularly deploy gender and youth experts on supervision missions to ensure that projects are supported to achieve gender equity in implementation and respond to youth specific needs. Finally, logical frameworks for future projects should include indicators, targets and means of measurement relating to the participation of and expected outcomes relating to gender and the involvement of youth.	youths (effectiveness) and in the gender equality section.

Some contextual challenges in Türkiye

Box A1
Contextual gender challenges in Türkiye

Türkiye currently and historically performs low and lags behind other countries at similar levels of development (UNDP 2022). According to the 2023 Gender Gap Index of the World Economic Forum, Türkiye is the 129th country out of 146 countries (WEF 2023).

In 2021, Türkiye ranked 48th out of 191 countries on the Human Development Index, putting it in the "very high development". However, Türkiye's Gender Development Index ranks the country much lower. The 2021 female HDI value for Türkiye is 0.806 in contrast with 0.860 for males, resulting in a GDI value of 0.937, placing it into Group 3; and among OECD countries, Türkiye had the lowest gender development ranking of all (UNDP 2021, UNDP 2022).

Women also lag behind men in labor force participation. Turkish labor statistics show that men's labor force participation rate is more than twice that of women (71.4% and 35.1% respectively) (TURKSTAT 2022). The unemployment rate is also higher for women (13.4%) compared to men (8.9%) (TURKSTAT 2022). Unemployment rates for young women and even higher compared to their male peers (16.4% for men and 25.2% for women) (TURKSTAT 2022).

Previous research has identified income disparities between women and men, as a factor underlying gender inequalities. Currently, the gender wage gap in Türkiye is 15.6%. In Türkiye, women's income, on average, was just 47% that of men in 2019. Labour force participation rates (as previously noted) are low as a result of the large share of women remaining outside the workforce (UNDP 2022).

Despite the great efforts shown by governments, institutions, and most importantly by the women's movement, women and girls are still exposed to violence, being abused, and trafficked, their access to education and political participation is refused, and faced many other human rights violations (UNFPA 2023). Two out of five women in Türkiye (38%) face a lifetime risk of physical and/or sexual intimate partner violence, while 11% of women have experienced physical and/or sexual intimate partner violence in the last 12 months. Nearly one in six girls is subject to child marriage (14.7%) (UN Women 2022a).

Furthermore, the representation of women and national and local governments is low. Women currently represent Only 17% of Parliamentarians, 3% of mayors, and 11% of municipal councillors (UN Women 2022b). At the same time, women occupy 22%of company management positions, 18% of board memberships, and 11% of senior executive positions (UN Women 2022b).

Source: UNDP (2022), WEF (2023), UNDP (2021), TURKSTAT (2022), ILO (2020), UNFPA (2023), UN Women (2022a), UN Women (2022b).

Box A2
Internal challenges of Turkish economy: currency and debt crisis since 2018

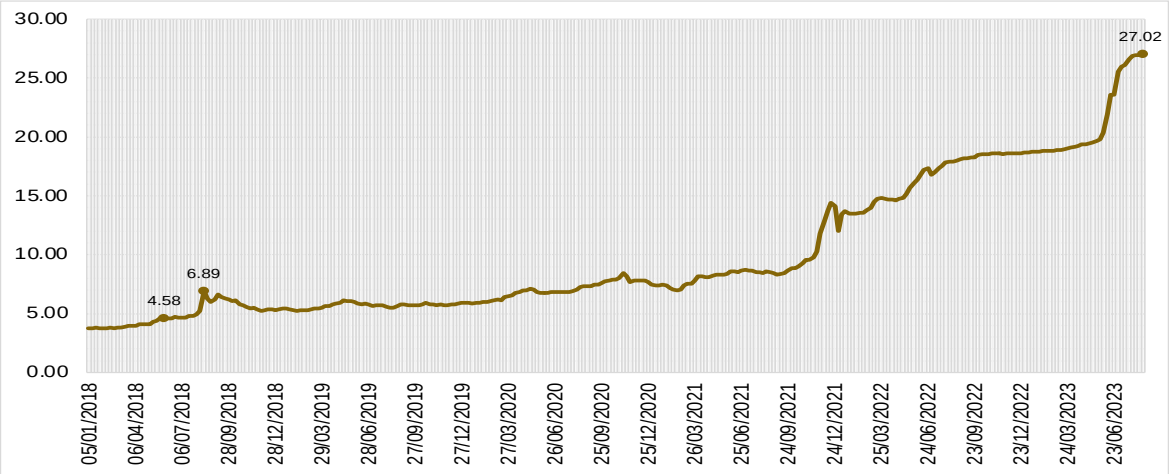
The year 2018, in the aftermath of the coup attempt of July 2026 and transition to presidential system, marked a critical turning point for Türkiye with significant political and economic changes. The shift to a presidential system resulted in substantial governance transformations. Meanwhile, Türkiye faced a crisis stemming from a considerable accumulation of debt, a high current account deficit, and an overvalued Turkish lira.

The Turkish lira depreciated sharply in July-August 2018 (from TRY 4.58 in June 2018 to TRY 6.89 on August 14, 2018) (Keyder 2022). From onwards, the Turkish lira entered a rapid phase of depreciation (see Figure A1). Thus, 2018 appeared to be the initial year of Türkiye's ongoing currency and debt crisis. What followed were a protracted recession, mounting debt (see Table A1), loan defaults, borrowing difficulties, rising unemployment, further depreciation of the Turkish lira and rising inflation.

Rising inflation has been already observed since 2022. The inflation forecast for the end of 2023 was raised from 22.3 percent to 58 percent, and for the year 2024, it was adjusted from 8.8 percent to 33 percent ("Merkez Bankası Başkanı Erkan" 2023).

Source: Keyder, Nur (İktisat ve Toplum Dergisi, 2022), BBC News Türkçe (2023).

Figure A1
USD/TRY exchange rate between 2018-2023



Source: Central Bank of the Republic of Türkiye (2023).

Table A1
Türkiye gross external debt between 2018–2022

billion USD	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Public sector	**78.6**	**83.7**	**89.4**	**96.3**	**107.0**	**118.9**	**121.3**	**116.7**	**123.7**	**137.3**	**143.2**	**160.9**	**178.7**	**180.5**	**186.9**
Short-term	3.2	3.6	4.3	8.6	13.3	19.8	20.5	17.0	17.1	19.4	20.8	23.4	24.9	22.2	28.9
Long-term	75.3	80.2	85.1	87.8	93.7	99.2	100.8	99.7	106.6	117.8	122.4	137.5	153.8	158.3	158.0
CBRT	**14.1**	**13.2**	**11.6**	**9.3**	**7.1**	**5.2**	**2.5**	**1.3**	**1.1**	**1.8**	**5.9**	**8.5**	**21.3**	**26.1**	**32.8**
Short-term	1.9	1.8	1.6	1.2	1.0	0.8	0.3	0.2	0.4	1.8	5.9	8.5	21.3	26.1	32.8
Long-term	12.2	11.4	10.0	8.1	6.0	4.4	2.1	1.1	0.7	0.0	0.0	0.0	0.0	0.0	0.0
Private sector	**192.4**	**179.5**	**207.2**	**215.0**	**243.2**	**281.0**	**293.1**	**284.8**	**281.3**	**311.8**	**277.2**	**245.2**	**230.2**	**232.7**	**239.4**
Short-term	51.2	50.8	87.2	87.2	100.4	121.4	121.9	87.6	73.0	88.7	66.5	64.4	65.9	70.8	85.9
Long-term	141.1	128.8	120.0	127.8	142.8	159.6	171.2	197.3	208.3	223.1	210.7	180.9	164.3	161.9	153.4
Total gross external debt	**285.0**	**276.4**	**308.2**	**320.7**	**357.2**	**405.2**	**416.8**	**402.9**	**406.1**	**450.8**	**426.3**	**414.6**	**430.2**	**439.3**	**459.0**
Total gross external debt/GDP (%)	**36.4%**	**42.4%**	**39.6%**	**38.3%**	**40.7%**	**42.3%**	**44.3%**	**46.5%**	**46.7%**	**52.5%**	**53.5%**	**54.6%**	**60.0%**	**54.4%**	**50.7%**

Source: Ministry of Treasury and Finance of Republic of Türkiye (2023).

Box A3
Incidence of civil war in Syria on Turkish economy

In December 2017, the Government of Türkiye released a figure indicating that the cost of supporting Syrian refugees in Türkiye was approximately $200 per person per month (Ergül 2017). Another press release from the Government was in November 2019. Then vice-president Fuat Oktay stated that, "[The government's] spending on services for Syrian refugees for 8.5 years has exceeded $40 billion" (Burun and Kanlı 2019). The impact of this refugee influx on the informal labor markets, real estate markets, business ownership, the government budget and schools is difficult to measure (IMF Survey 2016). To note, along with the Turkish government's resources, a €6 billion fund was made available in two tranches by the European Commission (EC) through the European Union (EU) Facility for Refugees in Türkiye (FRIT) to support refugee integration programs (Tümen 2023, 6).

It is important to highlight that the economic impact of the war in Syria on Türkiye extends beyond the refugee crisis. Several other contributing factors include the reduction in trade volume between Syria and Türkiye, the necessity of Turkish businesses to resort to more expensive transportation methods for exported goods that were previously transported via trucks through Syria to other nations, the inactivity of Turkish production centers in Syria, and the challenge Türkiye faces in attracting foreign investors due to the potential risk of the conflict spilling over into Türkiye (Romya 2016, 4).

Source: Ergül, Coşkun (Anadolu Ajansı, 2017), Burun, Eyyüp and Kanlı, Mustafa (Hürriyet, 2019), IMF Survey (2016), Tümen, Semih (World Bank, 2023), Romya, Korcan (Anka Enstitüsü, 2016).

Box A4

Incidence of war in Ukraine on Turkish economy

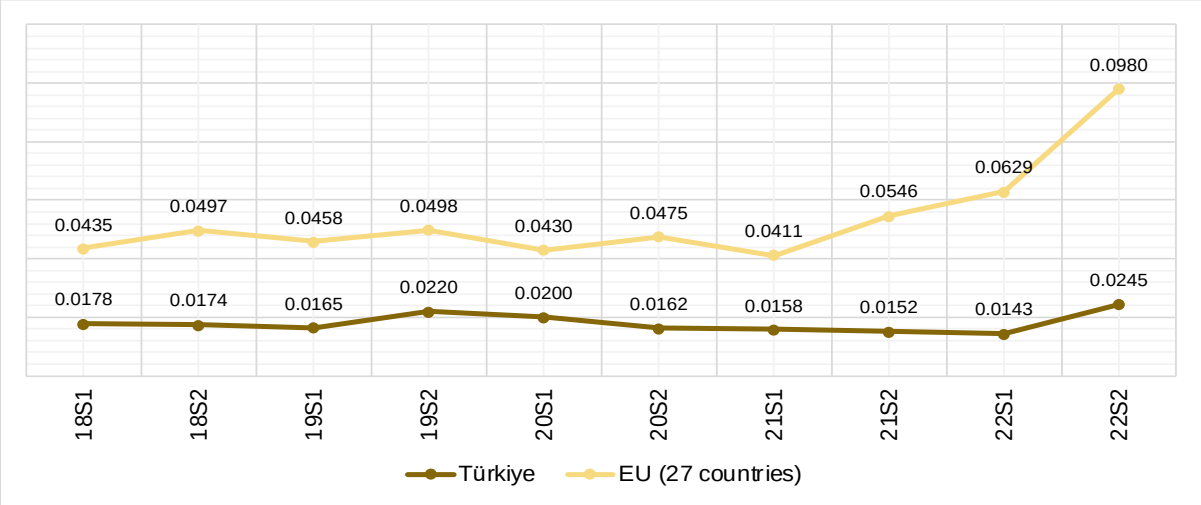
The Türkiye has embraced a politically neutral policy from the onset of the war, the negative impacts of the war in Ukraine on the Turkish economy have been relatively restrained (Çağaptay 2023). Many Russians fleeing the war sought refuge in Türkiye, bringing their financial resources with them. In 2022, the number of companies with Russian partners increased from 177 to 1363 ("TEPAV Doğrudan Yatırımlar Bülteni" 2023, 10). Although the overall impact on Türkiye's financing gap was minor, the capital brought by the Russians did have some positive influence. Moreover, the rental market was positively affected by the investments in Turkish real estate of both Russian and Ukrainian nationals. In 2022, house sales to foreigners increased by 15.1 percent to 68,210, with particularly rapid increases in sales to Russian and Ukrainian citizens, by 203.3 and 106.6 percent respectively ("TEPAV Doğrudan Yatırımlar Bülteni" 2023, 7).

However, the war in Ukraine had unfavorable effects on inflation in Türkiye, much like its impact on global economies. The war led to volatility in the prices of key commodities like Brent oil, wheat, and nickel, all which Russia is a major exporter (Solmaz 2022, 396). As of now, a comparison of natural gas in Türkiye and the EU countries shows that Türkiye has been less affected by the war in terms of energy cost increases. (see Figure A2). Nevertheless, all prices are subject to change based on the bilateral dynamics between Russia and Türkiye.

Source: Çağaptay, Soner (The Washington Institute for Near East Policy, 2023), TEPAV (2023), Solmaz, Mustafa (Journal of Social Sciences and Humanities, 2022).

Figure A2

Türkiye vs EU natural gas prices for household consumers between 2018-2022 (€/kilowatt-hour, excluding taxes and levies)



Source: Eurostat (2023).

Box A5
Incidence of COVID-19 pandemic on Turkish economy

The Turkish economy had significant vulnerabilities prior to Covid-19, and the outbreak further highlighted its fragility. Türkiye was caught in the pandemic with a growth rate below its potential, double-digit unemployment levels, deteriorating fiscal balance and high inflation rates (Sertkaya and Baş 2021, 149). That said, as the retirement age in Türkiye is lower than in Europe, the Turkish government has been able to prevent people of critical age from leaving their homes in order to prevent the spread of Covid-19 to a good extent. Table A2 displays cases and deaths for several countries, including Türkiye.

Although the effects of Covid-19 in Turkish economy have been felt less than in leading economies of the world, it has had severe effects in SMEs in Türkiye: 90 percent of the companies attribute the contraction in business volumes and 85 percent of the companies attribute the loss of labour force to the effects of Covid-19 (TÜSİAD et al. 2021, 3). The pandemic triggered a widespread implementation of travel restrictions, causing a profound disruption in global tourism activities. In 2020, the number of tourists visiting Türkiye suffered a significant loss with a decrease of approximately 69 percent compared to the previous year (see Table A3). In 2021, as Covid-19 vaccination rates increased around the world, the pandemic was brought under control to some extent, which was reflected in the number of visitors in tourism. In 2021, the number of tourists arriving entered an upward trend again, with an increase of nearly 100 percent compared to the previous year (Demirkıran et al. 2022, 72).

Source: Sertkaya, Burak and Baş, Seher (Dicle Üniversitesi İktisadi ve İdari Bilimler Fakültesi Dergisi, 2021), TÜSİAD (2021), Demirkıran, Mahmut et al. (İktisat İşletme ve Uluslararası İlişkiler Dergisi, 2022).

Table A2
Covid-19 cases and mortality by a few countries and Türkiye

Country	Confirmed	Deaths	Deaths/100k population
Germany	38,249,060	168,935	203.16
France	39,866,718	166,176	254.68
Italy	25,603,510	188,322	311.47
Japan	185,738	311	57.53
UK	24,658,705	220,721	325.13
Canada	4,617,095	51,720	135.23
China	25,087	388	7.03
Russia	22,075,858	388,478	266.2
USA	103,802,702	1,123,836	341.11
Tu ̈rkiye	17,042,722	101,492	120.34

Source: Johns Hopkins University & Medicine Coronavirus Resource Center (2023).

Table A3
Türkiye tourism key statistics between 2019–2022

	Tourism income (billion USD)	Number of visitors	Average expenditure per capita (USD)
2019	38.9	51,860,042	751
2020	14.8	15,826,266	936
2021	30.2	29,357,463	1,028
2022	46.5	51,369,026	905

Source: TURKSTAT (2023).

Box A6

Incidence of Earthquakes of 6 February 2023 – In general

The 7.7 and 7.6 magnitude earthquakes centered in Kahramanmaraş that happened on February 6th, 2023 affected eleven provinces, and are expected to be a critical factor in the Turkish economy, causing billions of dollars in material damage.

Aside from the loss of more than 50,000 lives, most of the wealth loss caused by the earthquakes can be attributed to damaged buildings. According to an assessment by the Ministry of Environment, Urbanization and Climate Change, 651,416 apartments in 232,632 buildings were destroyed or severely damaged (see Table A4). Assuming that the cost of an average 100 m2 apartment is $60,000, the total funds needed to replace all the damaged and destroyed homes would amount to a staggering $39 billion (Demiralp 2023, 3). However, this figure does not include the damaged infrastructure in the region, nor does it take into account the apartments and buildings of businesses.

Another direct cost of the earthquakes arose from the urgent need to provide shelter for nearly two million people who lost their homes. Based on the government's data concerning the expenses of sheltering Syrian refugees in Türkiye, which amounts to approximately $200 per person per month, the minimum budget required to cater to the needs of these two million individuals for one year, including shelter, food, clothing, education, and health expenditures, is estimated to be around $5 billion (Demiralp 2023, 4).

Given the size of the earthquake's impact area, it can be said that the earthquake zone contributes significantly to various economic indicators. It is home to 16 percent of the country's population and holds notable shares in employment (13 percent), GDP (10 percent), agricultural production (15 percent), exports (9 percent), imports (7 percent), and tax revenues (5 percent) (see Table A5). In 2022, Türkiye's overall textile product exports reached $14.2 billion. Among these exports, the eleven provinces within the earthquake zone accounted for $5 billion, contributing to 35 percent of the total textile product exports ("2023 Kahramanmaraş ve Hatay" 2023, 7). Moreover, the region's significance in terms of energy security is evident, as it accounts for 19 percent of dams and 40 percent of hydroelectricity production in Türkiye in 2022 ("2023 Kahramanmaraş ve Hatay" 2023, 11).

Source: Demiralp, Selva (İstanbul Politik Araştırmalar Enstitüsü, 2023), Presidency of Strategy and Budget of Republic of Türkiye, 2023).

Table A4

Number of buildings and independent sections with damage assessment after the Kahramanmaraş Earthquakes (March 6, 2023)

	Number of buildings	Number of independent sections
Without damage	860,006	2,387,163
Less damaged	431,421	1,615,817
Moderately damaged	40,228	166,132
Heavily damaged	179,786	494,588
Demolished	35,355	96,100
Emergency demolition	17,491	60,728
Not identified	147,895	296,508
Total	1,712,182	5,117,036

Source: Presidency of Strategy and Budget of Republic of Türkiye (2023).

Table A5
Share of earthquake zone in the Turkish economy (in %)

Provinces	Population (2022)	Employment (2021)	GDP (2021)	GDP agriculture, forestry (2021)	Exports (2022)	Imports (2022)	Tax income (2022)
1 Adana	2.67 %	2.4 %	2.0 %	2.5 %	1.2 %	1.3 %	1.3 %
2 Adıyaman	0.74 %	0.4 %	0.3 %	0.8 %	0%	0%	0.1 %
3 Diyarbakır	2.12%	1.5 %	0.9 %	2.2 %	0.2 %	0%	0.3 %
4 Elazığ	0.69 %	0.7 %	0.5 %	0.8 %	0.1 %	0%	0.1 %
5 Gaziantep	2.53 %	2.5 %	2.0 %	1.3 %	4.4 %	2.3 %	0.7 %
6 Hatay	1.98 %	1.7 %	1.4 %	1.3 %	1.6 %	2.1 %	1.9 %
7 Malatya	0.95 %	0.9 %	0.5 %	0.9 %	0.2 %	0%	0.2 %
8 K.maraş	1.38 %	1.2 %	0.9 %	1.4 %	0.6 %	0.5 %	0.3 %
9 Şanlıurfa	2.54 %	1.4 %	0.8 %	3.0 %	0.1 %	0.1 %	0.2 %
10 Kilis	0.17 %	0.1 %	0.1 %	0.2 %	0%	0%	0%
11 Osmaniye	0.66 %	0.5 %	0.4 %	0.6 %	0.1 %	0.3 %	0.1 %
Region total	**16.43 %**	**13.3 %**	**9.8 %**	**15.1 %**	**8.6 %**	**6.7 %**	**5.1 %**
Türkiye total	**85.3 million people**	**28.8 million people**	**7,249 billion TL**	**402 billion TL**	**254 billion USD**	**364 billion USD**	**2,353 billion TL**

Source: Presidency of Strategy and Budget of Republic of Türkiye (2023).

Box A7
Incidence of Earthquakes of 6 February 2023 – Economic aspects

In the earthquake zone, agriculture and animal husbandry play a vital role in the region, with significant shares in arable land, vegetable cultivation areas, orchards, and livestock numbers. For instance, the region has 17 percent of arable land, 16 percent of cultivated land, and 26 percent of fruit, beverage, and spice crops in the country ("2023 Kahramanmaraş ve Hatay" 2023, 7). Based on initial assessment (Demiralp 2023, 4), the immediate damage to the overall economic production capacity is estimated to be around $10 billion, approximately 1 percent of the GDP. However, the potential long-term impact could be more significant, particularly if there is a permanent exodus from the region, especially affecting labor-intensive sectors like agriculture and textiles (Demiralp 2023, 4).

Among recent earthquakes Türkiye faced, the one of 2023 can only be likened to the August 17, 1999 Marmara Earthquake, which struck an industrial zone responsible for about 30 percent of the GDP and had a significant impact on production costs (Demiralp 2023). The World Bank estimated the costs of the 1999 Marmara Earthquake to be around $5 billion, equivalent to approximately 2.5 percent of the GDP at that time.

Source: Demiralp, Selva (BBC News Türkçe) (2023).

Additional information on the country strategy and program of Türkiye

Table A6
Key element of COSOP 2006 compared to 2016

	COSOP 2006	COSOP 2016
Overall objective	The COSOP proposes to sustainably improve the standard of living of rural people in poorest regions through the support for SME development, within pro-poor supply chains and improvement of employment's opportunities for both men and women, thereby potentially contributing to reduce inter-regional migration.	The overall strategic goal of the COSOP is to contribute to the reduction of rural poverty in the upland areas of Türkiye. Using targeting, gender and community empowerment, innovations for scaling up, and partnership-building as main principles of engagement.
Strategic objectives	Greater emphasis on (a) the profitability and marketability of the promoted activities; (b) the site-specific opportunities available in terms of natural resources, market linkages and private-sector involvement; and (c) the support of small- and medium-sized enterprises to provide the market linkages and increase self-employment and job creation opportunities. Additional focus made on aspects of natural resources management in the 2010 addendum.	To enhance market access for productive, poor smallholder farmers, and To mainstream sustainable natural resources management into all aspects of upland agricultural production and increase upland climate change resilience
Geographic priority	Eastern and south-eastern regions of the country	The mountain zones as areas where there are opportunities for substantial improvements in agricultural productivity and profitability
Main target groups	Direct and indirect targeting to rural poor. Türkiye's forest village population affected by: low incomes and assets, limited access to health and occupation, severe need for job creation upon often fragile and severely degraded ecosystems (COSOP 2006 addendum 2010).	Productive smallholders (men and women), farmers, pastoralists, and rural women and youth willing to engage in small- and medium-scale enterprises (SMEs) for downstream market value chains.
Non-lending activities focus	In-country partnerships with the World Bank, UNDP and the EU to facilitate IFAD's engagement in policy dialogue and ensure a focus on the interests of the rural poor. Policy engagement in areas which had affected the full realization of programme impact in the past, including for example. (a) the weakness of rural organizations; (b) the limited degree of rural organizations' representation in executive and advisory government bodies; (c) the heavily centralized decision making processes.	Knowledge management will be strengthened by a systematic strategy for collecting, documenting and disseminating lessons and best practices.[194] Stronger partnerships will be explored with different governmental ministries; national institutions such as the Turkish Cooperation and Coordination Agency (TIKA); and private actors, community-based organizations and donors. On policy engagement, IFAD will provide technical assistance for analysing and enhancing the efficiency of agricultural support policies, in coordination with partners including the other Rome-based agencies.
Main partners	EU, World Bank, UNDP	WB, EU, FAO, UNDP

Source: COSOP 2006 and COSOP 2016.

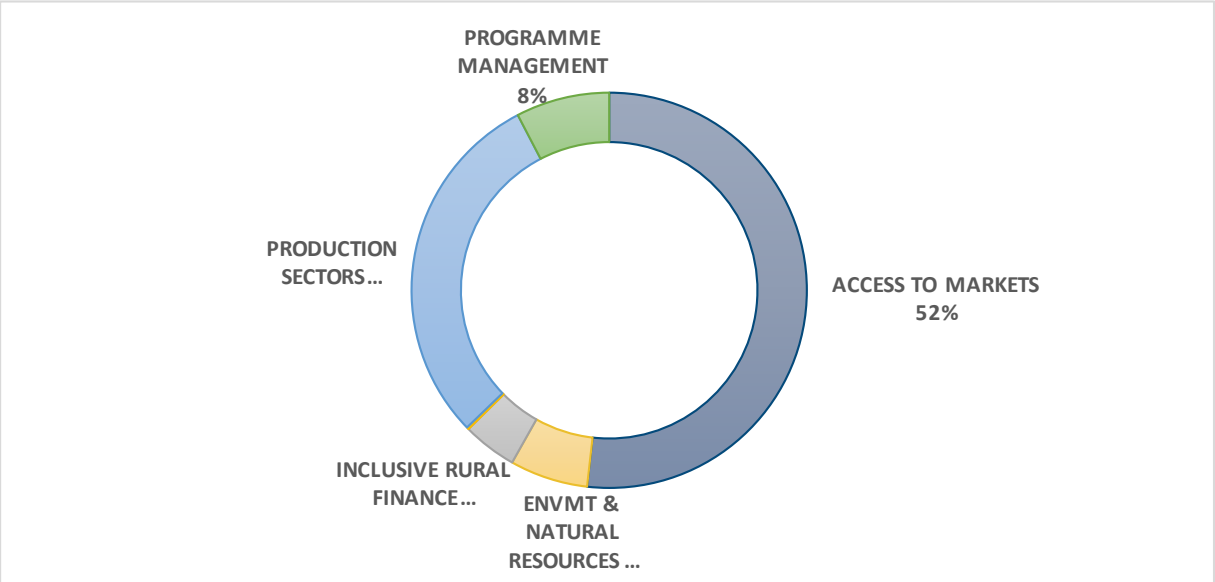
[194] Two particular knowledge products were foreseen during the COSOP period: i.) a thematic study on sustainable development and poverty alleviation in mountainous ecosystems analyzing the experiences and lessons from IFAD-supported projects in the mountain zones of Morocco and Türkiye ii.) Knowledge product to support the Government on the impact of matching grants and subsidies to address the absence of an impact analysis of the performance of national support programmes.

Table A7
PBAS allocation and other resources mobilized

	IFAD9	IFAD10	IFAD11	IFAD12
PBAS allocation	14,420,154	50,156,234	21,000,368	0
PBAS used	18,290,000	50,156,234	20,919,390	
% used	126.8 %	100 %	99.6 %	
Co-financing				
National Government	11,275,594	18,273,450		
Beneficiaries	5,827,357	12,731,970		
Kredi Garanti Fonu		2,909,500		

Source: IOE analysis based on OBI data. Period covered 2013-2023.

Figure A3
Macro areas of the portfolio investments



Source: IOE analysis based on OBI data. Period covered 2016-2023.

Table A8
Evaluability portfolio projects and available reports

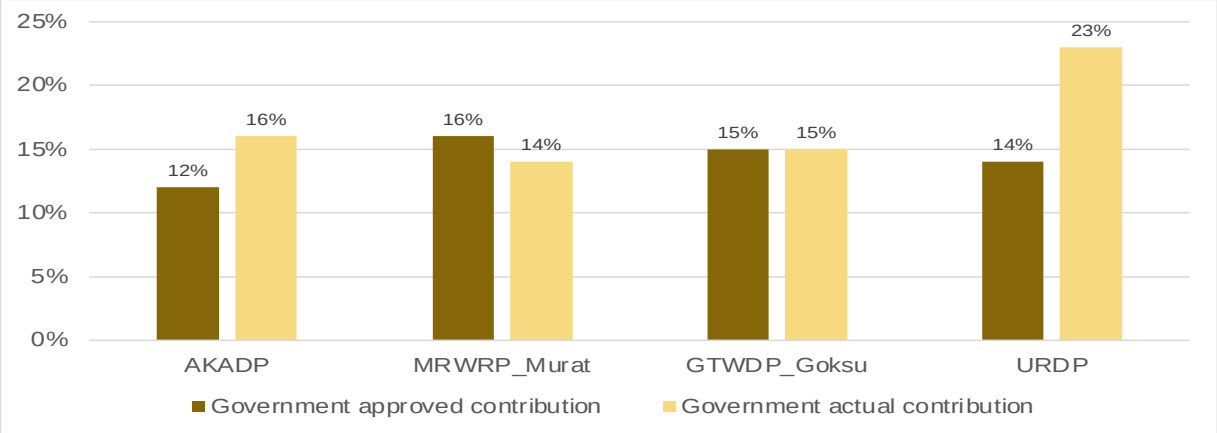
Project name	Status	Self-Evaluation reports available	IOE reports available	Evaluation criteria
Ardahan-Kars-Artvin Development Project (AKADP)	Completed	Progress report 2011; Supervision report 2012; Supervision report 2013; Supervision report 2014; Supervision report 2015; Supervision report 2016; PCR 2018	PPE (2020) CPE (2016)	All criteria
Murat River Watershed Rehabilitation Project (MRWRP_Murat)	Completed	Supervision report 2015; Supervision report 2016; MTR 2017; Supervision report 2018; Supervision report 2019; Supervision report 2020; Supervision report 2021; PCR; GIS data available	CPE (2016)	All criteria
Goksu Taseli Watershed Development Project (GTWDP_Goksu)	Ongoing	Supervision report 2018; Supervision report 2019; Supervision report 2020; MTR 2020; Supervision report 2021; Supervision report 2022		All criteria, except impact and sustainability
Uplands Rural Development Programme (URDP)	Ongoing	Supervision report 2020; Supervision report 2021; Supervision report 2022; MTR (expected 2023)		All criteria, except impact and sustainability

Table A9
Time between key milestones (in months)

Project name	Approval to signing	Approval to entry into force	Entry into force to first disbursement	Approval to first disbursement
AKADP	2	6	5	11
MRWRP	0	2	6	8
GTWRP	2	5	9	15
URDP	2	2	14	17
Türkiye average	**1.5**	**3.8**	**8.5**	**12.8**
NEN average*	**3.5**	**8.6**	**9.0**	**18.0**

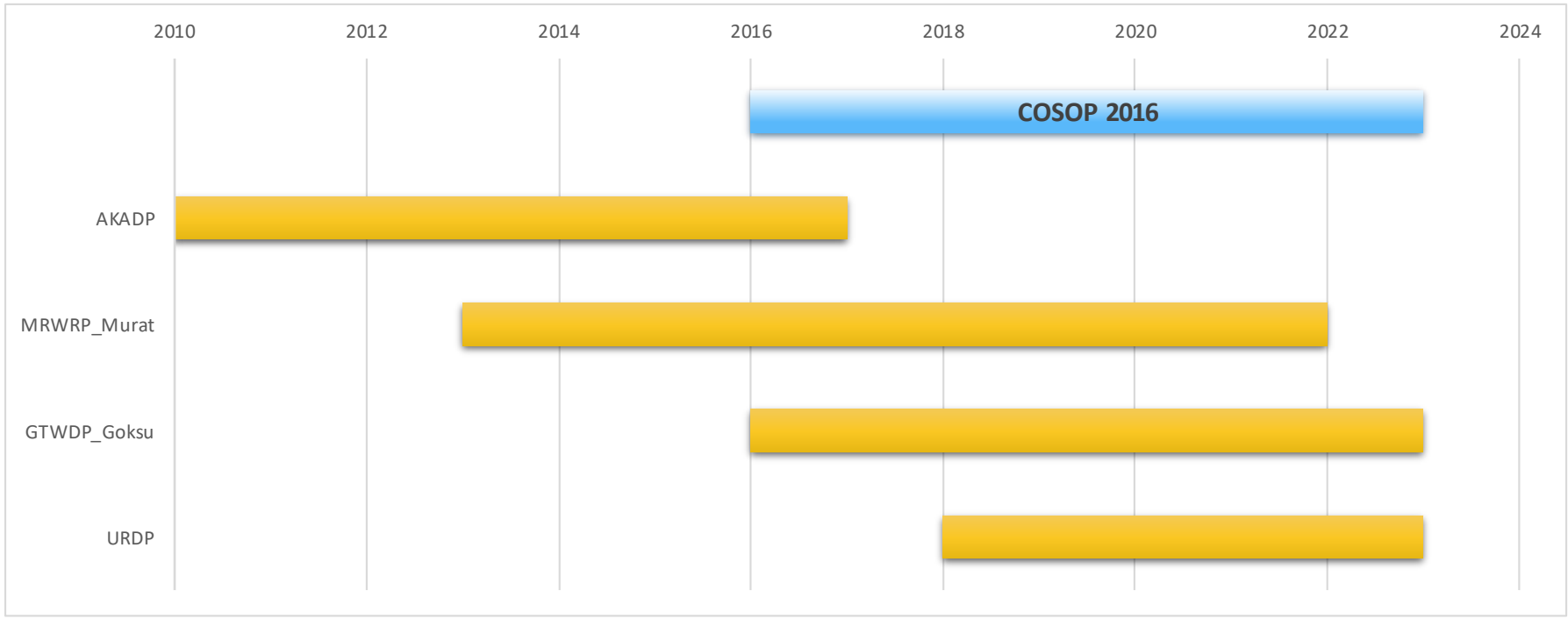
* This average includes the projects approved between 2010 and 2021 in Armenia, Azerbaijan, Bosnia and Herzegovina, Djibouti, Egypt, Georgia, Iraq, Jordan, Kyrgyzstan, Lebanon, Moldova, Republic of Montenegro, Morocco, Palestinian Territory, Sudan, Syrian Arab Republic, Tajikistan, Republic of Türkiye, Tunisia, Uzbekistan, Yemen.
Source: CSPE analysis based on OBI data.

Figure A4
Government's financial contributions



Source: OBI data and financial agreements.

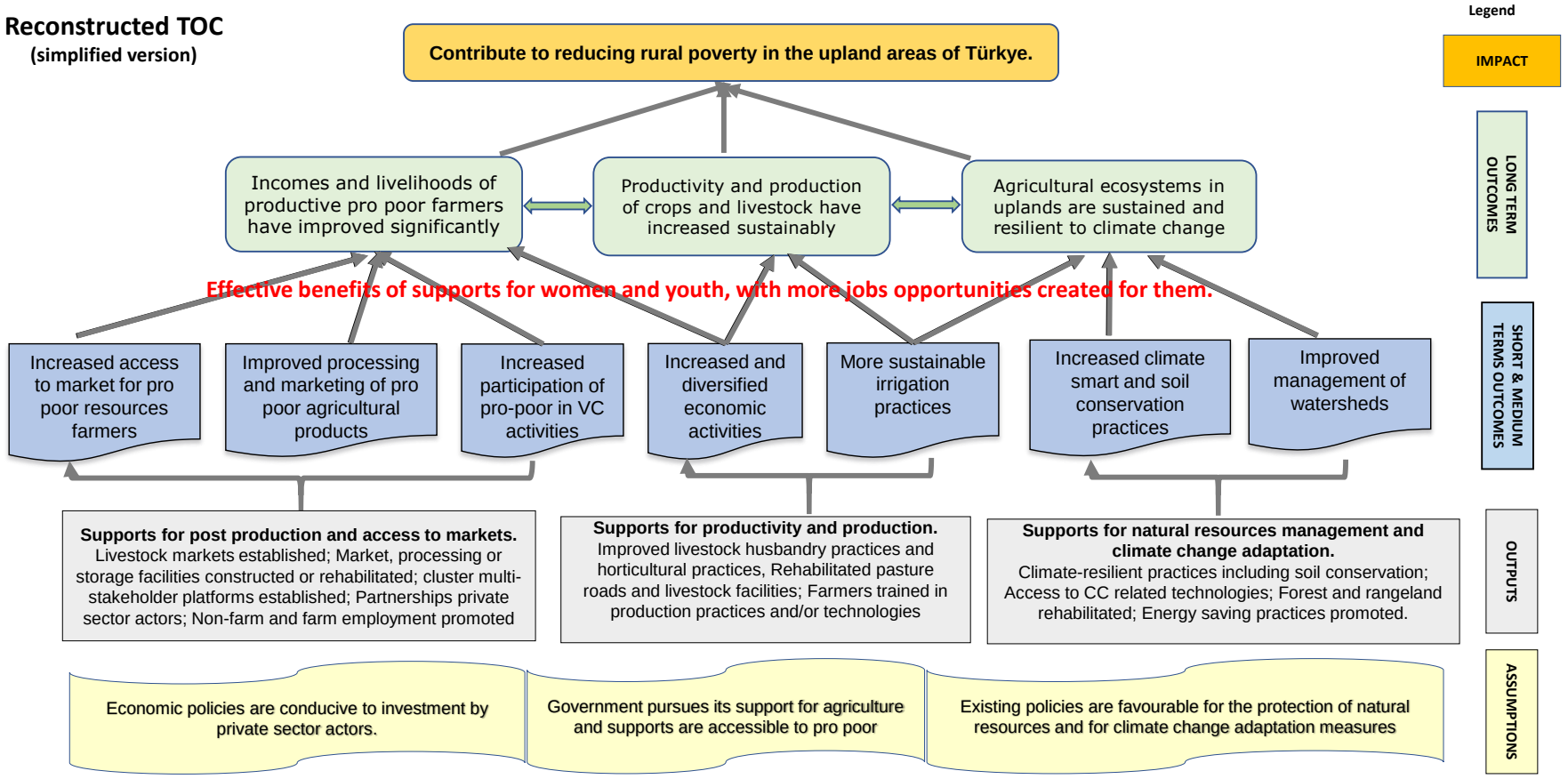
Timeline of projects assessed by the CSPE



The table shows project dates starting from entry into force year.

Source: IOE elaboration based on OBI data

Theory of Change



Main issues to be addressed: Weak linkages between productive poor and markets; Imbalance of public focus; low private sector investment in remote highland areas; gender inequalities; degradation of natural resources; high vulnerability to climate change and natural hazards; Uplands suffer rural out-migration;

Additional details on the CSPE methodology

Table A10
Mapping of the CSPE stakeholders

Stakeholders	Interest In the evaluation	Engagement throughout the evaluation
North Africa and Europe Division (NEN), in particular IFAD Türkiye MCO team members	Usage of evaluation findings, lessons, and recommendations for improving the programme	Engagement discussion Data collection meeting and for assessment Key informant interviews
Central government representatives: • Presidency of Strategy and Budget • Ministry of Environment, Urbanization and Climate Change • Ministry of Agriculture and Forestry • Turkish Cooperation and Coordination Agency (TİKA)	Usage of evaluation findings, lessons, and recommendations for improving the programme	Engagement discussion Data collection meeting and for assessment Key informant interviews
Managers of IFAD supported projects and their team members (PMU)	Usage of evaluation findings, lessons, and recommendations for improving the programme	Engagement discussion Data collection meeting and for assessment Key informant interviews
• Decentralized administrative institutions and public services within the regions and districts: • Regional Directorate of Forestry • Provincial Directorate of Agriculture and Forestry • District Directorate of Agriculture and Forestry • District Governorate • District Municipality	Using of knowledge and lessons on the project results	Data collection meetings; assessment discussions Key informant interviews
Farmers Organizations (apex and affiliated groups)	Using of knowledge and lessons on the project results	Data collection meetings; assessment discussions Direct field observations
International partners: • World Bank (WB) • European Union (EU) • United Nations Development Programme (UNDP) • Food and Agriculture Organization (FAO) • Islamic Development Bank (IsDB)	Using of knowledge and lessons on the project results	Data collection meetings; assessment discussions Key informant interviews
National partners: • Technology Development Foundation • TAGEM (Research Organization of the Turkish Ministry of Agriculture and Forestry) • TÜBITAK (the scientific and technological research council of Türkiye)	Using of knowledge and lessons on the project results	Data collection meetings; assessment discussions Key informant interviews

Source: Evaluation team elaboration.

Box A8
Thematic focus of the CSPE

- **Strategic niche and comparative advantage of IFAD.** Türkiye is a net exporter of agricultural products (crop and animal related). Subsidising of producers by government was identified in the COSOP 2016 among weaknesses. Therefore, the COSOP 2016 strategically identified uplands areas, where rural communities are poorer, as areas of focus by IFAD financing. The CSPE will ascertain the extent to which this strategic choice still remains pertinent and effective in terms of additionality. Moreover, as Türkiye will go through IFAD graduation policy in the coming years,[195] how poor farmers in marginalised areas will really benefit of government supports remains a key question. Therefore, the CSPE will deepen these aspects, while also exploring other possible options of strategic relevance of IFAD with (for instance, knowledge management, SSTC, policy engagement and upscaling advisory support. This appears critical for the continuity of support and a greater visibility of IFAD in Türkiye.
- **Natural resources management (NRM) and climate change adaptation (CCA).** All four projects covered by the evaluation included results on natural resources management and climate change, which remain critical in Türkiye. Indeed, the COSOP 2016 explicitly mentions this thematic focus. Therefore, in addition to assessing the effectiveness of actions undertaken by the portfolio on this topic (for instance, sustainable and climate-smart practices / approaches, resilience strategies), the CSPE will ascertain how a program approach was applied on these aspects to enable the development of synergy with the government approach, especially in upland areas.
- **Access of productive poor to markets.** Except of one (MRWRP), all portfolio projects have had actions on market aspects (hard and/or soft). The COSOP 2016 includes the intent of promoting linkages between the productive poor and markets and, to achieve this, IFAD will facilitate the identification of mutually beneficial (win-win) solutions, to enhance the environment in which smallholders operate. It seems that interventions areas of IFAD supported projects are not attractive for private actors, therefore, the CSPE will explore the extent to which the programme has enabled / strengthened partnerships with private actors for access of "productive poor" to markets. Beyond the market access, the CSPE will also explore pro-poor value chain aspects, aligned to the context of operations.
- **Gender equality and women empowerment.** The COSOP 2016 included several intents to address gender inequality issues, among which, the development of a gender strategy and activities "to expand women's and poorer households' access to and control over capital, land, knowledge and support services". Considering the overall country context, the gender gap index being on the lower side (as presented in the context section), the CPSE will deepen the extent to which IFAD supported programme contributed to significant change on gender equality and women empowerment.
- **Youth empowerment.** Just like women, young people have been identified as a specific target groups. A main challenge is the out-migration of youth in the interventions areas, as livelihoods are worsening. The COSOP intended several actions for youth, among which, enabling them to have greater access to government subsidies, promotion of job opportunities for youth along the value chain segments. Aligned with the criticality of the youth situation in the intervention areas, the CSPE will deepen the extent to which supports have been effective in terms of contribution to improve youth livelihoods

Source: CSPE elaboration.

[195] For details on IFAD graduation policy, see: https://webapps.ifad.org/members/eb/133/docs/EB-2021-133-R-5.pdf.

Table A11
Methodology building blocks

Building blocks	Details of activities
In-depth desk review	In-depth desk review of strategic and programme related documentation, e.g.: design documents, mid-term reviews, supervision, and completion reports, grant reports, COSOPs, and portfolio review documents. Documents on the national agricultural strategies, policies and operations will also be reviewed. Quantitative data on the programme will be extracted from available databases at IFAD (for instance OBI, GRIPS and ORMS) and at the level of the country, in order to perform simple quantitative analysis.
Virtual interviews	Virtual interviews with key stakeholders will be carried out at the inception stage to gather information on: expectations of key actors, context of interventions, approaches deployed, opportunities and challenges, as well as opinions on future orientations. Key stakeholders for virtual interviews include Government representatives, IFAD (staff and consultants), research institutions, NGOs and private sector actors as well as development partners (RBAs, World Bank, European Union, UNDP). An indicative listing will be established early at the inception of the evaluation. The team will prioritise semi-structured group virtual interviews, to help understanding desk review results.
Field visits, and key in-persons interviews	During a mission in the country (see below), some intervention sites will be selected purposely, reflecting as much as possible the diversity of themes and intervention contexts, to be visited by the evaluation team. Direct observations of project results and in-person discussions with beneficiaries will be prioritised during the field visits, entailing to conduct both individual (including key informant) interviews and (focus) group discussions.
Geospatial data analysis	GIS data are available for one project (Murat project), therefore relevant analysis will be carried out to check change in the vegetation cover at some intervention sites.
Data analysis and interpretation	The analytical methods will be mainly qualitative entailing mostly content and narrative analysis, based on triangulation from various sources of information and evidence. Simple descriptive statistical analysis will complement qualitative analysis, as deemed necessary.

Source: CSPE elaboration.

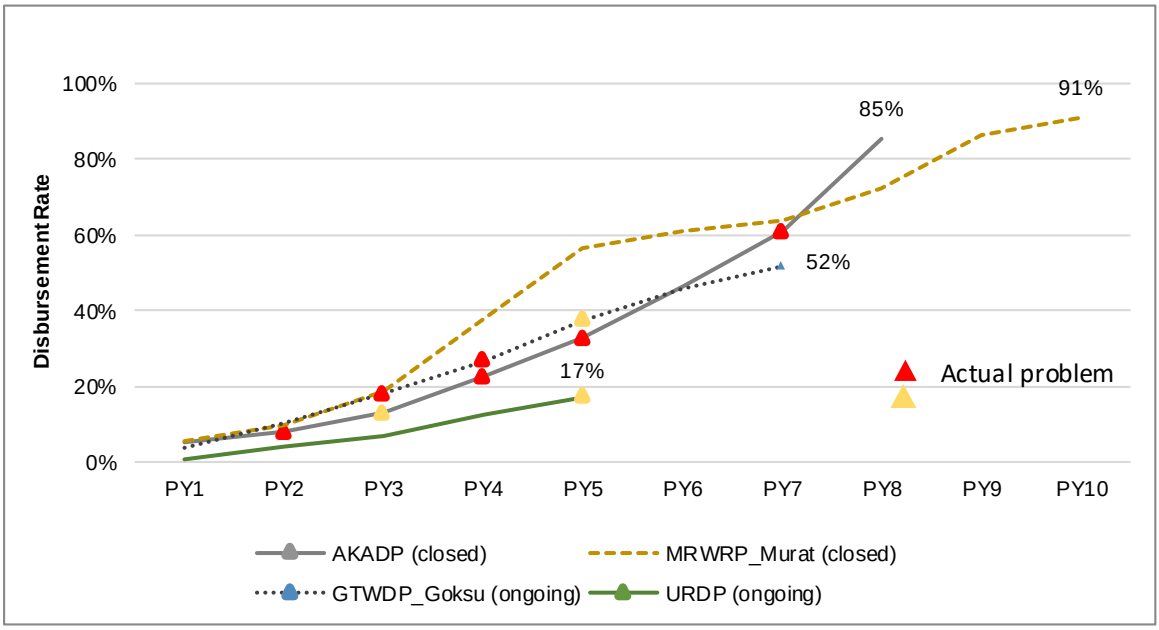
Additional details supporting the CSPE findings

Table A12
Themes addressed by other external partners of the agricultural sector of Türkiye

Partners	Theme	Examples of projects
World Bank (WB)	Improvement of rural livelihoods with focus on: (i) Integrated landscape management including watershed management and irrigation schemes infrastructure and (ii) Animal productivity and production enhancement	• Sulama Modernizasyonu Projesi / Irrigation Modernization Project (2019 - 2026) • Türkiye Dayanıklı Havza Entegrasyonu Projesi: Bolaman NHRP & Çekerek NHRP / Türkiye Resilient Landscape Integration Project: Bolaman RWRP & Cekerek RWRP (TULIP) (2021 - 2028)
Japan International Cooperation Agency (JICA)	Improvement of rural livelihoods through: (i) Protection, rehabilitation and sustainable management of natural resources	• Çoruh Nehri Havzasi Rehabilitasyonu Projesi / Coruh River Watershed Rehabilitation Project
The Food and Agriculture Organization (FAO)	Sustainability of natural resources in agriculture.	• Sürdürülebilir Arazi Yönetimi ve İklim Dostu Tarım Uygulamaları Projesi / Sustainable Land Management And Climate Friendly Agriculture (FSP) (GCP/TUR/055/GFF) (2015 - 2020)
European Union (EU)	Support to Turkish agricultural and rural sector to make it more sustainable and align it with the EU's common agricultural policy	• Katılım Öncesi Yardım Aracı Kırsal Kalkınma Programı / Instrument for Pre-Accession Assistance for Rural Development to EU (IPARD II and III)

Source: CSPE team elaboration based on desk review.

Figure A5
Disbursement rates of IFAD loans and problem project status



Source: CSPE elaboration based on OBI data.

Box A9
Gender mainstreaming in projects

The 2016 COSOP notes that gender strategies and implementation action plans (including actions to improve production and develop market linkages, and activities designed to expand women's and poorer households' access to and control over capital, land, knowledge, and support services) must be developed for portfolio projects. However, limitations of the gender mainstreaming approaches deployed by projects were evident. Portfolio projects showed mixed achievement with regard to the creation of gender strategies and action plans. AKADP which was planned prior to the current COSOP, did not create a gender strategy or action plan. Two projects prepared gender strategies and action plans separate from the design report (GTWDP and URDP). One project (MRWRP) included information on the gender strategy in the design report but did not prepare a gender action plan.

In project design documents, gender mainstreaming activities were primarily intended to be achieved through establishing quotas for women, giving preferential treatment (positive discrimination) to women during beneficiary selection, and providing targeted training to women. Project management unit staff also conducted direct outreach with women in targeted areas.

Source: CSPE team elaboration based on deskreview.

Table A13
Project activities contributing to women's participation and leadership in decision-making

Project name	Activities intended to increase women's role in decision making	Results achieved
AKADP	None	Not applicable
GTWRP	Training workshops and access to employment opportunities	Women interviewed during field missions report that they have access to economic opportunities (sewing, processing, etc.), but there has been a change in relations at the household level as a result of women' economic contributions to the household being valued, and workloads are being redistributed.[196]
MRWRP	Inclusion of women's groups in decision-making in the selection of MCPs investment packages.	Supervisory reports that that women's groups that participated in the preparation of micro-catchment plans drove the choice of investments in energy-saving technologies and the promotion of pilot strawberry orchards and handicrafts production.
URDP	Establishing and supporting women-run cooperatives	Interviewed cooperative members report that participation in the cooperatives has increased their technical skills (to manage equipment and large vehicles) and increased their confidence to take on leadership tasks. The women noted that activities conducted by women-run cooperatives had not only changed their attitudes towards what women are capable of, it had also started to change the attitudes of other village residents

Source: CSPE team elaboration based on deskreview.

[196] IFAD (2022) Goksu Taseli Watershed Development Project Supervision Report (6290-TR).

Box A10
Resilience strategies

The activities that strengthen the absorptive capacity have been the strategy that contributes most to resilience of the target groups in all the four projects. Among AKADP's key activities with the potential for developing absorptive capacities of the beneficiaries are the training of farmers and rural workers, improvement of livestock husbandry practices, and improvement of horticultural production. With the training farmers got from the project, they improved fodder crop production and expanded the area under production. They also adopted introduced techniques to produce maize silage. Other activities contributing to strengthening the absorptive capacity of the target groups are: (i) Supporting raising community environmental consciousness; (ii) Strengthening the bonding social capital in village communities for preparation and implementation of village management plans; (iii) Supporting small-scale crop and livestock production on private land; (iv) Training of women farmers, primary agro-processors, and rural workers (v) Improvement of Livestock Husbandry Practices; and (vi) Improvement of Horticultural Production.

For GTWD, probably the main activity that contributes to developing the absorptive capacity of the target groups is the support to building on Yörük's bonding capital, their identity and unique culture to organize them to improve management of the common resources. The other two activities are encouraging farmers to insure their crops against adverse weather and assisting users of highland rangelands to develop participatory grazing plans.

For MRWRP, the main activity that supports strengthening of absorptive capacity is strengthening the bonding social capital in village communities for preparation and implementation of micro-basin management plans. The other two are supporting raising community environmental consciousness and supporting small-scale crop and livestock production on private land.

As for URDP, the main activity that supports strengthening of the absorptive capacity of the beneficiaries is improved productivity and postproduction activities. The six others are: Enhanced capacity to respond to climate change, better environmental management, awareness on promising business opportunities available in rural areas, rural stakeholders able to formulate and deliver on individual and collective level business and broader rural development plans, and government institutions sensitized to rural youth and upland challenges.

In the four projects the interventions that contributed to strengthening adaptive capacity of beneficiary populations include those that build bridging and linking capitals. There is satisfactory evidence that the four projects contributed to enhancing the adaptive capacity of target populations. As Table 1 shows, interventions that contributed to strengthening adaptive capacity of beneficiary populations include those that build bridging and linking capitals. Scholars such as Putnam (2000) distinguish three different types of social capital: bonding, bridging, and linking social capital. The bonding capital is the social capital generated during interactions between people who are within the same groups and social circles. The bridging social capital connects members of one community with those of another, whereas the linking social capital is reflected in the social networks that exist between individuals or groups and some form of higher authority or power in the social sphere.

Source: CSPE team elaboration based on deskreview.

Results of GIS data analysis by the CSPE

Murat geospatial data analysis

The Murat River Watershed Rehabilitation Project (MRWRP) was carried out from 2012 to 2022. The primary aim of MRWRP was to diminish poverty and improve the livelihoods of 15,300 small farmer households in the hilly parts of the Murat River watershed, which includes upland districts and villages of Elazığ, Bingöl and Muş provinces. The MRWRP marked the pioneering project where the General Directorate of Forestry (OGM) integrated forest management with agriculture.

The development objective of improved livelihood and natural resources management was to be achieved through three outcomes: (i) environmentally conscious communities capable of using sustainably natural resources; (ii) reduced erosion, improved vegetation cover, and steady flow of water; and (iii) Improved livelihoods through support to crop and livestock production and introduction of energy saving technologies.
According to the GIS data collected:

- Interventions took place on an estimated area of **32,383 ha** (with about 1% overlapping interventions)
- Most interventions are on soil conservation with 20,866 ha
- Most changes are in Muş and Bingöl
- **Around 2801 ha of developed areas** are outside of the demarcated Micro Catchment areas

Table A14
Summary statistics of interventions reported in April 2022

Intervention reported in April 2022	Bingöl	Elazığ	Muş	Total
Afforestation	1,059	1,211	1,938	4,208
Pasture rehabilitation	488	2,646	1,301	4,435
Rehabilitation	1,146	1,043	685	2,875
Soil-conservation	6,174	9,490	5,202	20,866
Grand Total	8,867	14,390	9,125	32,383

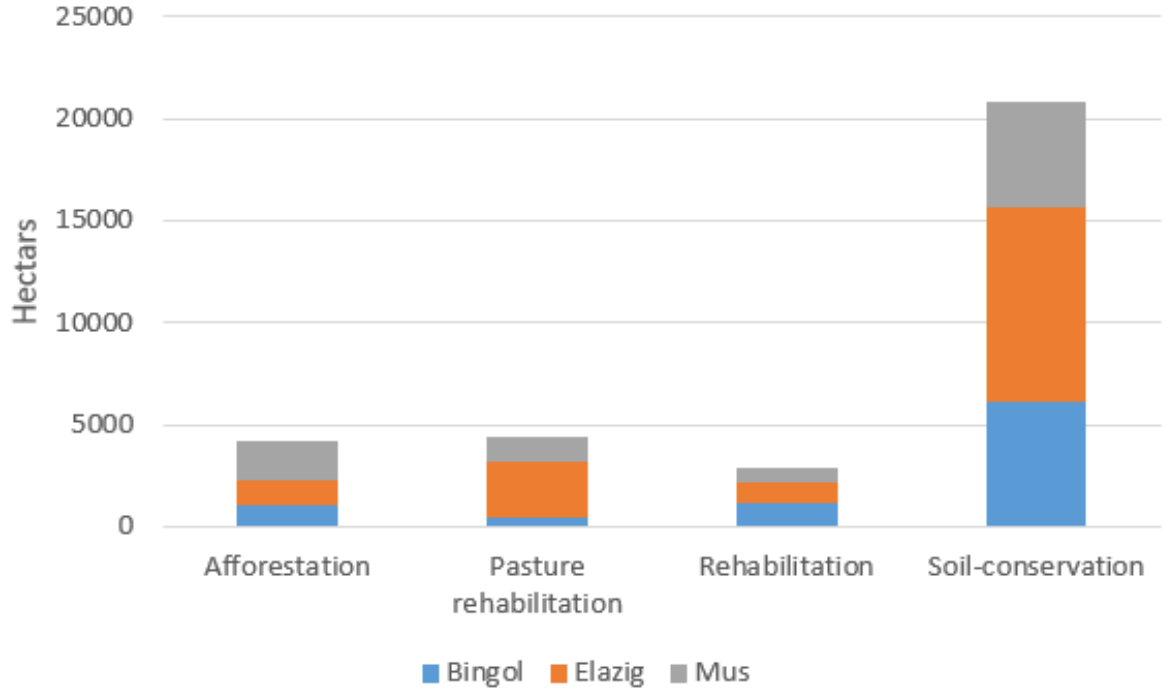
Source: GIS data analysis.

The majority of the region's habitat of the project is comprised of Eastern Anatolian **deciduous forests**. It also includes areas of Eastern Anatolian montane steppe. This region has **no Intact Forest** (meaning: an unbroken natural landscape of a forest ecosystem and its habitat–plant community components - there is human touch). The majority of the region has warm and temperate climate with dry, hot summers. It also has areas of snowy climate with dry, hot summers. The majority of the region is comprised of **temperate broadleaf and mixed forests**. It also includes areas of temperate grasslands, savannas and shrublands. The location is predominantly land area.

From 2000 to 2020, the project area gained **71 hectares** of tree cover.

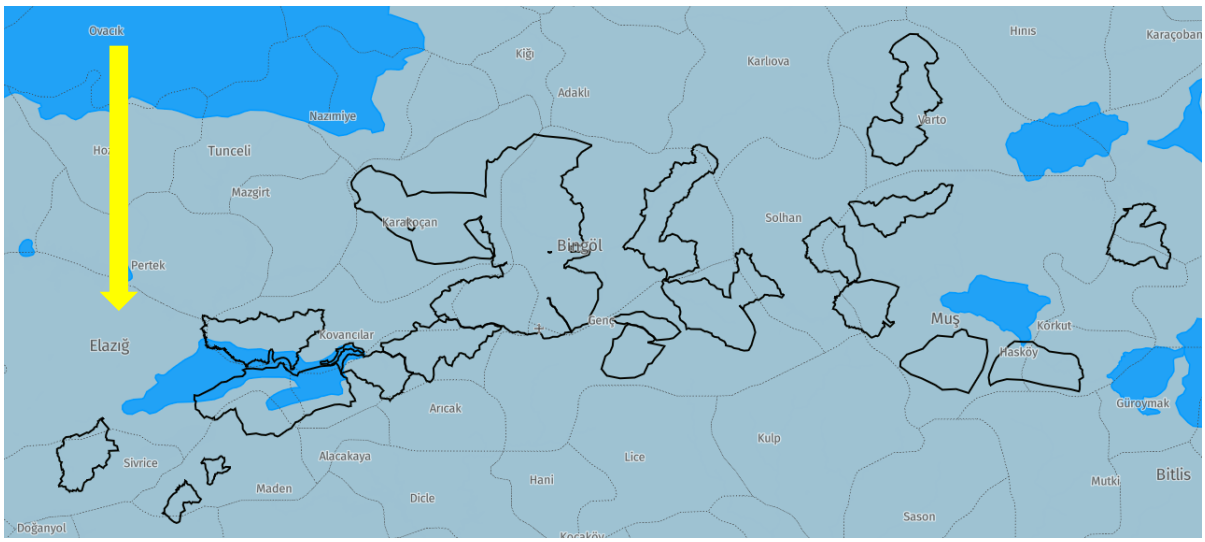
The project area includes sites with **key bioversity spots** marked in here below in **blue**: (key bioversity areas are sites meeting one or more of criteria, clustered into five categories: threatened biodiversity; geographically restricted biodiversity; ecological integrity; biological processes; and, irreplaceability).

Figure A6
Types of interventions by province reported in April 2021



Source: GIS data analysis.

Figure A7
MRWRP project area map

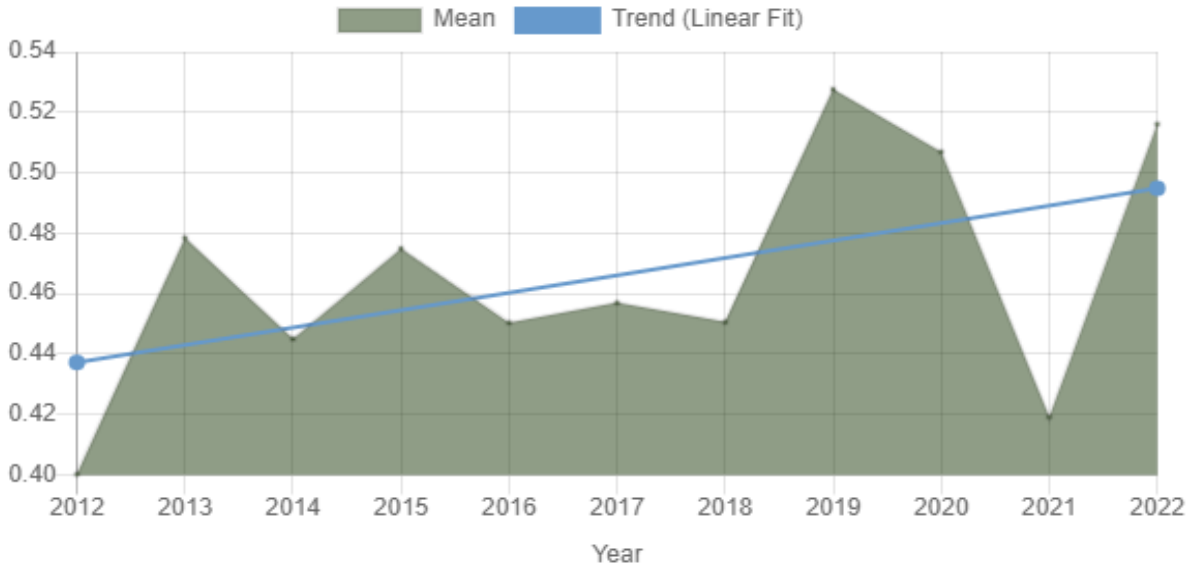


Source: Global Forest Watch.

By using Google Earth Pro to analyze a random sample of project areas, some results could be found below.

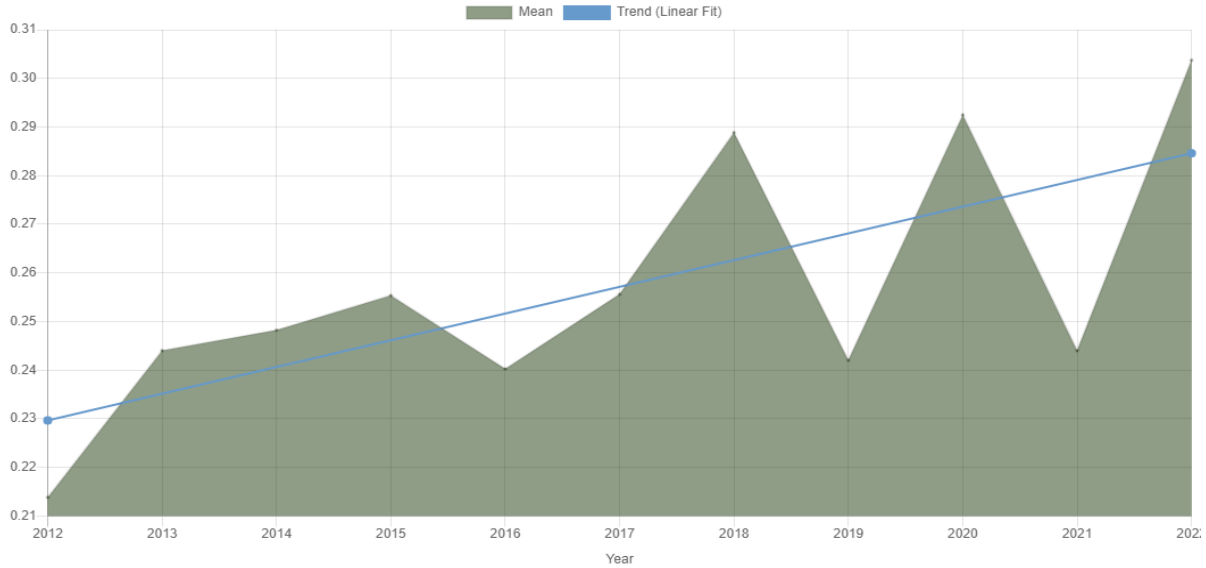
Moderate to positive trend in **annual NDVI during project implementation.** NDVI is used to quantify vegetation greenness and is useful in understanding vegetation density and assessing changes in plant health.

Figure A8
Positive trend observed in the Gözütok project area between 2012-2022



Source: GIS data analysis, Google Earth Pro.

Figure A9
Positive trend observed in the Alıncık project area between 2012-2022



Source: GIS data analysis, Google Earth Pro.

Land productivity dynamics 2016 – 2022[197] positive trend below. Land productivity is an indicator of change or stability of the land's capacity to sustain primary production.

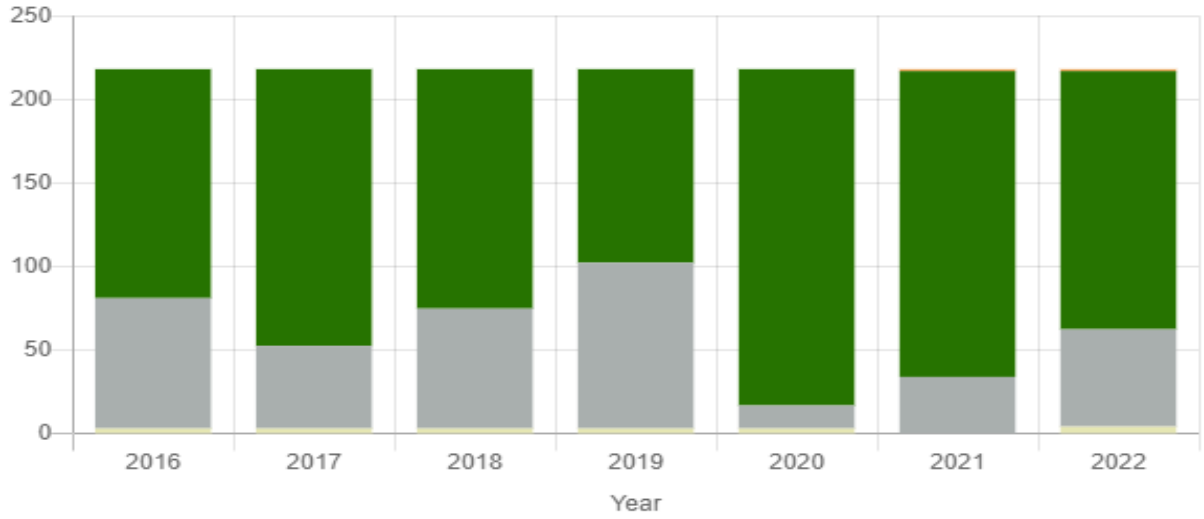
[197] Data available since 2016

Table A15
Positive trend of land productivity dynamics observed in the Çiriş project area between 2016-2022

	Total area 2016 (ha)	Total area 2022 (ha)	Change in area (ha)	Change in area (%)
Early signs of decline	2	1	-1	-50%
Stable but stressed	76	4	-72	-94.74%
Stable	136	56	-80	-58.82%
Increasing	0	153	+153	+NaN%

Source: GIS data analysis.

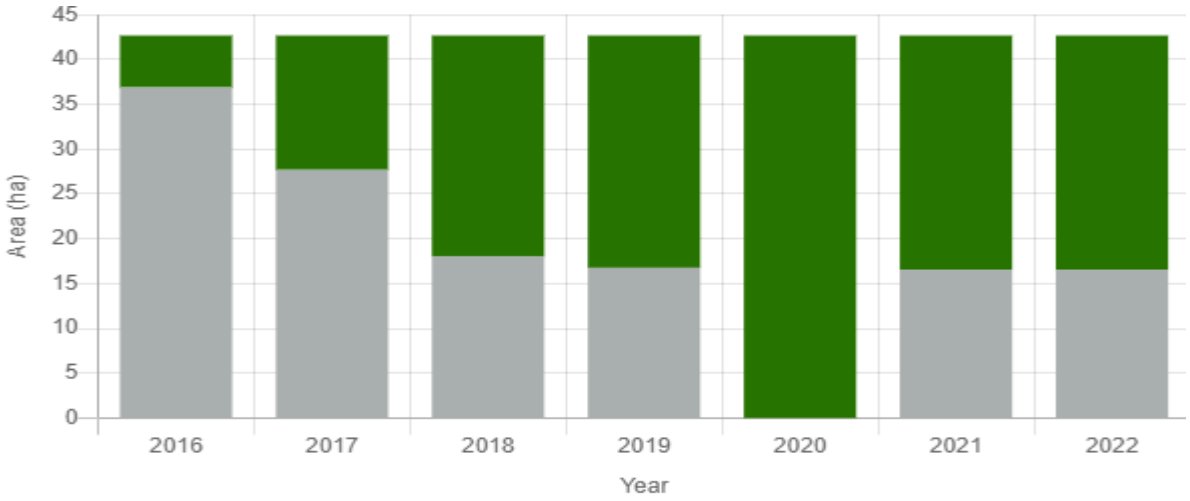
Figure A10
Positive trend of land productivity dynamics observed in the Çiriş project area between 2016-2022



The figure depicts green for increasing land productivity and grey for stable land productivity.

Source: GIS data analysis.

Figure A11
Positive trend of land productivity dynamics observed in the Gözütok project area between 2016-2022

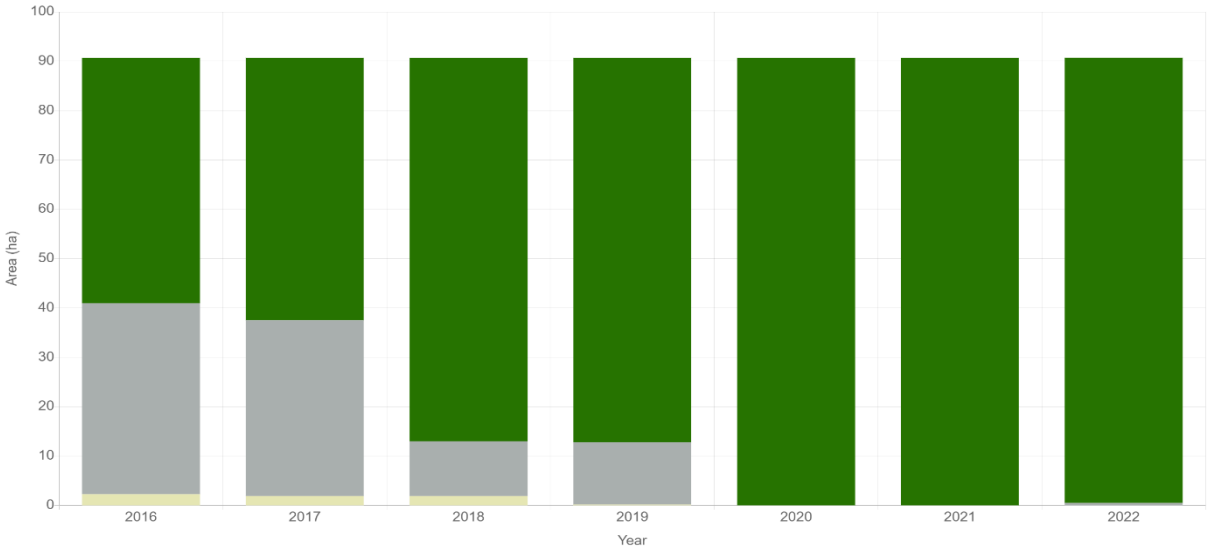


The figure depicts green for increasing land productivity and grey for stable land productivity.

Source: GIS data analysis.

Figure A12

Positive trend of land productivity dynamics observed in the Gümüşkaynak project area between 2016-2022



The figure depicts green for increasing land productivity and grey for stable land productivity.

Source: GIS data analysis.

GIS pictures before and after project implementation

Photo 2

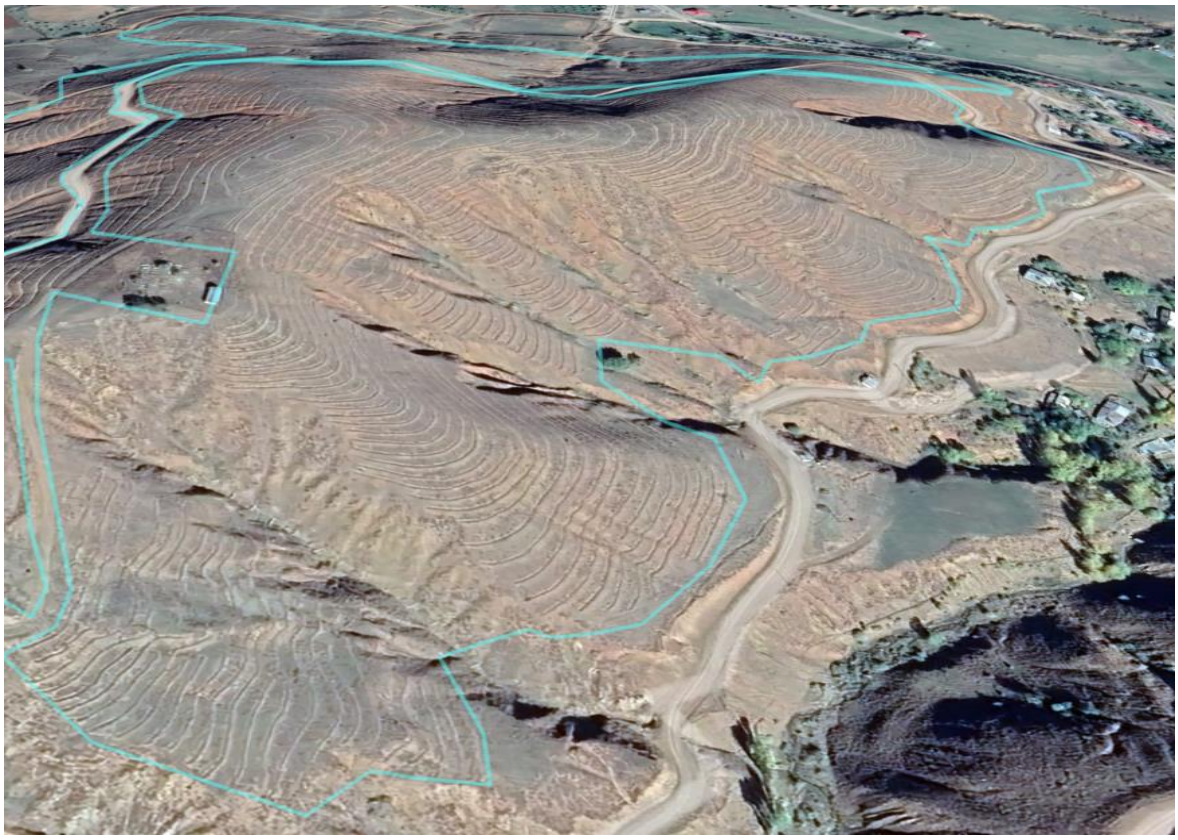
Before and after the implementation of soil conservation activities in Bingöl Province

2012 (before project implementation).

2022 (after project implementation)
Source: GIS data analysis.

Photo 3
Before and after the implementation of afforestation activities in Bingöl Province

2012 (before project implementation)



2022 (after project implementation)
Source: GIS data analysis

Photo 4

Before and after the implementation of pasture rehabilitation activities in Bingöl Province

2012 (before project implementation)

2022 (after project implementation)

Source: GIS data analysis

List of key people met

IFAD

Ms. Alaa Abdel KARIM – Regional Financial Management Officer FMD ICO
Ms. Alessandra GARBERO – Lead Regional Economist NEN HQ
Mr. Bernard HIEN – Former Country Director
Ms. Cana Salur - Country Operations Analyst
Ms. Dina SALEH – Regional Director NEN HQ
Mr. Gianluca CAPALDO – CD Ad Interim NEN HQ
Ms. Jeszel TOPACIO – Programme Liason Associate MCO Istanbul
Mr. Liam Francis CHICCA – Head MCO
Ms. Melinda Demirel - Country Programme Assistant
Mr. Taylan KIYMAZ – Country Programme Officer NEN HQ
Ms. Zeynep Sayme Bora - Temporary Admin Assistant

Government

Ministry of Agriculture and Forestry

Ms. Anıl Müge SEYREKBASAN – Agriculture and Forestry Specialist DG for Foreign Relations and European Union
Ms. A. Şule ÖZEVREN – Head of Study and Projects Department DG for Agricultural Reform
Ms. Ayşe TURGUT – European Union Expert DG for Foreign Relations and European Union
Mr. Burçak YÜKSEL – Head of M&E Department DG for Foreign Relations and European Union
Ms. Cemre ÖZCANLI – M&E Coordinator Department of Study and Projects DG for Agricultural Reform
Mr. Ender YEŞİL – Agronomist Department of Study and Projects DG for Agricultural Reform (on behalf of UNDP)
Mr. Erhan BAYSAN – M&E Specialist Department of Study and Projects DG for Agricultural Reform
Mr. Ferhat ÇOLAK – Deputy Director General DG for Foreign Relations and European Union
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Mr. Hakan GÜNLÜ - Head of Agriculture Department DG for Sectors and Public Investments
Mr. Nejat AYDIN – Engineer DG for Agricultural Reform
Ms. Nejla FURTANA – Implementation Coordinator Department of Study and Projects DG for Agricultural Reform
Ms. Nezaket CÖMERT – Engineer Department of Study and Projects DG for Agricultural Reform
Ms. Nilüfer GÜDER – Project Engineer DG for Agricultural Reform
Mr. Osman YILDIZ – Deputy General Director DG for Agricultural Reform
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Mr. Şenol ACAR - Specialist DG for Foreign Relations and European Union
Ms. U. Burcu SERİN - European Union Expert DG for Foreign Relations and European Union

Provincial Directorates of Agriculture and Forestry

Ms. Betül ACAR - Agricultural Engineer Konya Province (GTWRP)
Mr. Burak BİNİCİ – Agricultural Engineer Kars Province (AKADP)
Mr. Cihat SİPAHİ – Coordinator Kastamonu Province (URDP)
Mr. Coşkun Deniz UYSAL – Agricultural Engineer Kars Province (AKADP)
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Ms. Dilek GÜRKAN - Agricultural Engineer Konya Province (GTWRP)
Mr. Erhan GÜÇLÜ – Unit Head Sinop Province (URDP)
Mr. Fatih ÖNLEM – Director Sinop Province (URDP)
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Ms. Melek ÖZTÜRK – Member of Management Unit Sinop Province (URDP)
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Mr. Şeref KIYICI - Agricultural Engineer Konya Province (GTWRP)
Mr. Şükrü KAYNAŞ – Agriculture Specialist Kastamonu Province (URDP)
Mr. Ufuk YAYLA - City Project Manager in Konya Province (GTWRP)
Mr. Uğurhan KARADAĞ – Unit Head of Kars Province (AKADP)

District Directorates of Agriculture and Forestry

Mr. Bayram Ali DALMAN – Agricultural Engineer Gerze District (URDP)
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Mr. Faruk ÇALHAN - Director Kağızman District
Mr. Fikret ÇELİK – Vet Selim District (AKADP)
Mr. Fatih ÇELTİKÇİ – Vet Boyabat District (URDP)
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Mr. Halil DURMUŞ - Agricultural Engineer Bozkır District (GTWRP)
Mr. Hasan KUYUMCU – Director Sarıkamış District (AKADP)
Mr. Hilmi ÇELİK – Vet Boyabat District (URDP)
Mr. İhsan AKBABA – Vet Sarıkamış District (AKADP)
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Mr. Mustafa TAŞTEKİN – Agricultural Engineer Boyabat District (URDP)
Mr. Namık Kemal KÖSKEROĞLU – Agricultural Engineer Taşköprü District (URDP)
Mr. Özbay AKKAŞ – Director Gerze District and Agricultural Engineer (URDP)

General Directorate of Forestry

Mr. İbrahim YÜZER – Deputy Director General
Mr. M. Metin AVŞAROĞLU – Head of Planning and Evaluation Department
Mr. M. Mustafa TUNCER – Vice Director of Afforestation Department
Mr. Mustafa AY – Forest Engineer

Elazığ Regional Directorate of Forestry

Mr. Çetin İNAN – Chief Forest Engineer
Mr. Erdal GÜNGÖR – Regional Vice Director
Mr. Hasan ARDUÇ – Forest Engineer and Consultant
Mr. Hidayet SARI – Head of Forestry Operations Department
Mr. Mehmet Necat SEYHAN – Vice Director

Ms. Mihriban YARAY – Agricultural Engineer and Consultant
Mr. Muhammed Salih ÇETİNER – Regional Director
Mr. Serkan YILMAZ – Director Altınova Forest Nursery
Mr. Süleyman DOĞAN – Plant Protection Engineer and Chief of Afforestation
Mr. Oğuz Kağan NARİÇİ – Head of Information Technologies Department
Mr. Özgür DOĞAN – Chief Central Forest Operation

Ministry of Treasury and Finance
Mr. Abdullah ŞAHİN – Associate DG for Foreign Economic Relations
Mr. Ahmet Emre ÇAKAR - Associate DG for Foreign Economic Relations
Mr. Arif Çağatay KULLUKÇU - Associate DG for Foreign Economic Relations
Ms. Pelin ARSLAN
Mr. Sedef AYDAŞ – Head Department DG for Foreign Economic Relations

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Ms. Serpil ACARTÜRK – Expert DG for Combatting Desertification and Erosion

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Mr. Evren BÜKÜLMEZ – Senior Consultant
Ms. Hanzade SARIÇİÇEK - Deputy Secretary General and Head IT Programme
Mr. Mete ÇAKMAKÇI – General Secretary

Turkish Cooperation and Coordination Agency (TİKA)
Ms. Belgin ÇAĞDAŞ – Senior Expert External Relations and Partnerships

Presidency of Strategy and Budget (PSB)
Ms. Gözde DALKIRAN – Assistant Specialist
Mr. Mustafa ŞAHİNER – Specialist

District Officials
Mr. Şinasi KARAMAN – Vice Mayor of Boyabat District in Sinop Province

International and donor institutions

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Mr. Ertunç YARDIMCI – Civil Engineering Professional (GTWRP)
Mr. Güray BALABAN – Rural Development Project Coordinator
Mr. Murat DEMİRBÜK – Regional Coordinator (URDP)
Mr. Mustafa Ali YURDUPAK – Portfolio Manager
Ms. Sena SAYLAM – Project Assistant
Mr. Shams ALAKBAROVA – Project Assistant

United Nations Resident Coordinator Office Türkiye
Mr. Alvaro RODRIGUEZ – Resident Coordinator

Food and Agriculture Organization Türkiye
Ms. Ayşegül SELIŞIK – FAO Representative Assistant
Mr. Viorel GUTU – FAO Sub-Regional Coordinator for Central Asia and FAO Representative in Türkiye

World Food Programme Türkiye
Ms. Margaret REHM – Deputy Country Director

Delegation of the European Union to Türkiye

Ms. Leyla ALMA - Sector Manager for Agriculture, Rural Development and Fisheries

Ms. Nermin KAHRAMAN – Policy Officer

Non-governmental organizations and associations

Kastamonu Province Agricultural Development Cooperative Regional Union (Kastamonu Köy-Koop)

Mr. Aykut KARAKUŞ – Project Consultant at Kastamonu Köy-Koop in Kastamonu Province

Mr. Erol AKAR – Head of Kastamonu Köy-Koop in Kastamonu Province

Ms. Seda ESİROĞLU – Agricultural Engineer at Kastamonu Köy-Koop in Kastamonu Province

Sarıveliler District Chamber of Agriculture

Mr. Ebubekir DEMİRTAŞ – Head of Chamber of Agriculture in Sarıveliler District in Karaman Province

Serhat Development Agency (SERKA)

Mr. Nesim KARAKURT – Head of Unit in Kars Province

Private sector

Ferrero Hazelnut Türkiye

Mr. Akın BAMSİ – General Manager

Ms. Aslı KÖSE – Agribusiness Deployment Manager

Ms. Sera ÜNER - Institutional Affairs and Corporate Communications Director

Commercial Deals made with the Bozkır Honey Packaging Facility

Mr. Mustafa KARAPINAR – Responsible purchasing/sales at Ceviz Dünyası, commercial deals made with Bozkır Honey Packaging Facility

Mr. Osman YARAR - Responsible purchasing/sales at Şen Et Mangal Şarküteri, commercial deals made with Bozkır Honey Packaging Facility

Research and training institutions

Bingöl University

Mr. Ahmet BARKAN – Chief Afforestation and Land Conservation Bingöl University in Bingöl Province

Mr. Alaattin YÜKSEL – Agrology Professor Doctor Bingöl University in Bingöl Province

Mr. Orhan İNİK – Agrology Research Associate Bingöl University in Bingöl Province

Beneficiaries

Mr. Abdullah ELHARMAN – MRWRP public oven beneficiary and the mukhtar of Yamaç Village in Bingöl Province

Mr. Abdülaziz ELHARMAN – MRWRP public oven beneficiary from Yamaç Village in Bingöl Province

Mr. Abdulmuhtarip ÇİÇEK – MRWRP village fountain beneficiary from Büyükbaş Village in Bingöl Province

Mr. Adem AKTAŞ – AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Mr. Ahmet BULUÇ – MRWRP barn beneficiary and the mukhtar of Yelesen Village in Bingöl Province

Mr. Ahmet ÜZÜMCÜ – GTWRP sieving and packaging facility beneficiary and operator at Güneysınır Agricultural Development Cooperative in Karaman Province

Mr. Ahmet YİĞİT – GTWRP cold storage beneficiary and worker at Elmayurdu - Tepebaşı - Boyalık Villages Agricultural Development Cooperative in Karaman Province

Mr. Ali ÇAĞRIBAY – MRWRP plateau beneficiary and the mukhtar of Dikme Village in Bingöl Province

Mr. Arif DEMİR – GTWRP Yörük Market stand owner beneficiary in Karaman Province

Ms. Arife ZENGİN – URDP laser square machine beneficiary from Ömerköy Village in Sinop Province

Mr. Bayram BORAN – GTWRP honey packaging facility beneficiary and beekeeper at Bozkır Agricultural Development Cooperative in Konya Province

Mr. Bektaş BUTANDIR - MRWRP public oven beneficiary from Yamaç Village in Bingöl Province

Mr. Bilal BULUÇ – MRWRP barn beneficiary from Yelesen Village in Bingöl Province

Ms. Büşra KILIÇ - AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Mr. Cihan Mahmutcan KORKUT – GTWRP cold storage beneficiary and operator at Elmayurdu - Tepebaşı - Boyalık Villages Agricultural Development Cooperative in Karaman Province

Mr. Cuma TELÇEKEN – MRWRP house insulation and solar energy beneficiary from Bahçedere Village in Elazığ Province

Ms. Elif ÖZTÜRK – URDP greenhouse beneficiary from Yenikent Village in Sinop Province

Ms. Emine İlknur KARA – URDP walnut garden beneficiary from Belören Village in Sinop Province

Mr. Eren AKTAŞ – AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Mr. Eyüp YİĞİT – URDP greenhouse beneficiary from Yaykıl Village in Sinop Province

Ms. Fadime AYRANCIGİL – URDP feed mixer machine beneficiary from Bağlıca Village in Sinop Province

Mr. Faik AYAZ – AKADP Selim Livestock Market livestock breeder beneficiary and the mukhtar of Karaçayır Village in Kars Province

Mr. Fatih TURAN - GTWRP honey packaging facility beneficiary and the head of Bozkır Agricultural Development Cooperative in Konya Province

Mr. Fatih YALIM – URDP feed mixer machine beneficiary from Yenikent Village in Sinop Province

Mr. Fırat BATTALOĞLU – URDP laser square machine beneficiary from Bağlıca Village in Sinop Province

Mr. Habip KEKLİK – AKADP greenhouse beneficiary from Dereler Village in Kars Province

Mr. Halil DEMİR – GTWRP sieving and packaging facility beneficiary and board member at Güneysınır Agricultural Development Cooperative in Karaman Province

Mr. Hasan Hüseyin KUNDURACI – GTWRP solar energy irrigation system beneficiary from Yolören Village in Konya Province

Ms. Hatike ALTIN – GTWRP cold storage beneficiary and backup member of internal audit committee and responsible for recruiting at Elmayurdu - Tepebaşı - Boyalık Villages Agricultural Development Cooperative in Karaman Province

Mr. Hikmet Tuğla KÖYSÜREN – MRWRP afforestation area beneficiary and the mukhtar of Yeşilova Village in Bingöl Province

Ms. Hülya BORAN – Wife of GTWRP honey packaging facility beneficiary in Konya Province

Mr. Kasım ÖZMENTEŞ – URDP barn beneficiary from Karacaören Village in Sinop Province

Mr. Kemal SERTDEMİR – URDP closed irrigation channels beneficiary and the mukhtar of Küçüksu Village in Kastamonu Province

Mr. Lütfü ÇAĞRIBAY – MRWRP plateau beneficiary from Dikme Village in Bingöl Province

Mr. Mehmet Ali ERSÖZ – MRWRP walnut field beneficiary and the head of Sarıkamış Village Agricultural Development Cooperative in Elazığ Province

Mr. Mehmet Emin ELHARMAN – MRWRP public oven beneficiary from Yamaç Village in Bingöl Province

Mr. Mehmet KORKUT – GTWRP cold storage beneficiary and the mukhtar of Elmayurdu Village in Karaman Province

Mr. Mehmet Sait KOLAK – MRWRP lavender field beneficiary from Garip Village in Bingöl Province

Ms. Meltem AKTAŞ - AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Ms. Merve AKTAŞ - AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Mr. Mete ÇELİK – URDP Boyabat Livestock Market livestock breeder beneficiary in Sinop Province

Mr. Muhammet GÜNDOĞDU – Son of MRWRP pepper and cucumber greenhouse beneficiary from Korucu Village in Elazığ Province

Mr. Mustafa KURŞUN – GTWRP sieving and packaging facility beneficiary and the head of Güneysınır Agricultural Development Cooperative in Karaman Province

Mr. Mustafa YAĞCI – GTWRP cold storage beneficiary and head of Elmayurdu - Tepebaşı - Boyalık Villages Agricultural Development Cooperative in Karaman Province

Ms. Müslüme KUTLU - GTWRP mushroom greenhouse beneficiary from Akören Village in Konya Province

Ms. Müzeyyem AKTAŞ – AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Ms. Neslihan ACAR – URDP trainings beneficiary and the head of Devrekani Women's Cooperative in Kastamonu Province

Mr. Orhan KUTLU – Husband of GTWRP mushroom greenhouse beneficiary Müslüme KUTLU from Akören Village in Konya Province

Mr. Osman BULUÇ - MRWRP barn beneficiary from Yelesen Village in Bingöl Province

Mr. Osman KEMER – Brother of AKADP barn beneficiary Metin KEMER from Gelinalan Village in Kars Province

Mr. Ramazan CURA – URDP Boyabat Livestock Market livestock breeder beneficiary in Sinop Province

Mr. Ramazan SERTKAYA – URDP feed mixer machine beneficiary from Cemalettinköy Village in Sinop Province

Mr. Remzi BÖLÜKBAŞI – AKADP Yörük Market tea shop owner beneficiary in Karaman Province

Ms. Sueda YİĞİT - AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Ms. Şükriye AKTAŞ – AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Mr. Ümit YILDIZ – AKADP apple and apricot beneficiary from Derebük Village in Kars Province

Mr. Yusuf BÜYÜKTANIR – AKADP greenhouse beneficiary from Kötek Village in Kars Province

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